

# Cross border trafficking in South Eastern Europe

- assessing trafficking activities  
in the Southern Adriatic region



## SEESAC

South Eastern Europe Clearinghouse for the  
Control of Small Arms and Light Weapons



United Nations  
Development Programme



STABILITY PACT  
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## **Assessing trafficking activities in the Southern Adriatic region, SEESAC, 2003**

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# Executive Summary

Borders communities are more than just entry and exit points to a country. In the world of porous borders and transborder crime,<sup>1</sup> these communities take on various aspects of the activities pursued in their environs. Some of these activities are clearly evident, such as the increase in youth appearing to be drug users. Other signs are more difficult to pinpoint, as one person's businessman becomes another's smuggler. These characteristics are exacerbated by the context of a post-conflict situation where tensions and isolation cause greater conspiracy theories rather than greater cooperation and coordination.

There is a growing literature on the issue of informal war economies, their effect, aftermath and the process of rebuilding both economies and communities in frontier and border regions.<sup>2</sup> However most of this research has been conducted on the macro or theoretical level and has rarely ventured into the micro effects of such phenomena specific to border communities. Nor has much of this research attempted to put forward policy prescriptions, which link the complicated pieces together in a way that offers various levels of actors to address the situation.

A study of the "Impact of Trafficking Activities on the Southern Adriatic Region of Croatia, BiH, and Montenegro" attempts to bring together some of these disparate pieces through a study of the technical, structural, and perception based information that relates to trafficking activities for people making up these border communities.<sup>3</sup> It offers a community-centred series of images built through interviews, observations, and analysis that provide one level of understanding of how this particular border region is situated in relation to trafficking activities, its controls, and how it has been affected by trafficking activities.

Many of the conclusions of the study are not earth shattering. In fact, some are even regional public secrets. In addition, it is likely that these trends are not unique to this specific border region. Rather, many of the phenomena being experienced by Dubrovnik youth, young policeman patrolling the green (land) border east of Gacko or Bileca in BiH or a café owner in Herceg Novi are probably quite similar to issues faced by normal people in border communities throughout the Balkan region. Such insight is crucial for understanding how this specific border region and others can begin to work together to combat trafficking.

EU technical and infrastructure upgrade assistance is now arriving in significant amounts throughout the region. Improvements in border infrastructure and training will clearly have a positive impact on combating trafficking in this strategic triangle and throughout the region. Still, without a more comprehensive approach to the trafficking problem, there is likely to be little resolution of border community tensions and the normalization of relations necessary to make the border areas open and integrated, but not porous. Accordingly, this study describes the situation in this particular set of communities and suggests several ways to begin bridging this gap in border control by bringing the communities<sup>4</sup> into the equation. In this spirit, the recommendations are meant to be complementary to already established and planned initiatives. Coordination of an integrated border management that includes both border communities for this and other micro-regions is the best hope for the integration of the communities back into the region and Europe.

## Study focus and methodology

The following study focuses on one strategic triangle of South Eastern Europe. In better times, regions like the

<sup>1</sup> Trans-border crime is defined for project purposes as related to human trafficking and smuggling of drugs, weapons, and other goods. Human trafficking is based on the broad definition that has been adopted in the U.N. Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime. For the purposes of this study, the term 'trafficking activities' will apply to both human trafficking and smuggling.

<sup>2</sup> For a collection of recent papers, which examine the problem throughout the region, please see the "Clandestine Political Economy of War Project", The Watson Institute for International Studies, Brown University. [www.watsoninstitute.org/clamd/workshop.cfm](http://www.watsoninstitute.org/clamd/workshop.cfm) or a collection of studies from the Centre for Democracy in Sofia, Bulgaria: [www.csd.bg/crime](http://www.csd.bg/crime)

<sup>3</sup> See Annex E for explanation of methodology

<sup>4</sup> 'Community' is defined for the purpose of this study to embody both the populations and the local institutions (government, business sector, and non-government) that are present and active in a given region.



Southern Adriatic area of Croatia, Bosnia and Herzegovina, and Montenegro were economic zones of mutual dependence. Most recently, with its vast sea and land borders, transitional border authorities and reforming government structures, the region has been a favourite trafficking corridor for most illegal commodities to Western Europe. Some of these commodities have lessened in demand given the end of violent conflict, others have continued to flourish or grow. The study focuses on the structural border controls currently in place, looks at the level of trafficking activities in the region, their impact on the communities, and then offers a series of recommendations for improving the current gaps in coordination, communication, and planning for the region.

Key findings are based upon a methodology, which combines a technical, perception and structural based assessment of the micro-region. All major land, air, and sea border crossings in the region were assessed. This information was combined with 150 interviews, approximately thirty of which were with international and national level officials working on border issues, political leaders from the major towns in the region and 120 of which were community interviews conducted by researchers from the three border towns. Local researchers conducted forty interviews per country, interviewing a cross-section of the population from drug users, to businessmen to social and legal experts to youth.

This analysis was supplemented by both regional and local media surveys and an assessment of the current structural and political underpinnings in place for regional cooperation. This 'combined basket' approach ensured that the information collected is as comprehensive and reliable as possible. The quantitative and qualitative data collected was compiled into a trend analysis based on assessing the phenomena from a variety of positions and then cross-checking the facts, perceptions, opinions, and assessments in order to establish a more comprehensive picture of the situation.<sup>5</sup>

## Key findings include:

A report card on the progress of overall reform of border management in this region finds that:

- Communication and coordination among intra and interstate officials remains low.

The border reforms in place are not advanced enough to show clear results. Equipment and training upgrades have been welcomed, but the slow process of improving communication between the same border authorities, among officials from the border and the local governments, and among the border officials in the three countries is still below what would be necessary for standardized border control. This is due to gaps in the structural design of the border management, uneven levels of reform in related administrative institutions, and a piecemeal rather than regional approach to border management and its related issues by the donor community.

- Drug use appears to be steady or on the rise.

This region remains an active corridor for trafficking activities. Trafficking in drugs appears to be steady or rising. Trafficking in humans appears steady, and weapons and high-volume cigarettes smuggling appear to be decreasing. The communities in this region have mainly served as transit points, however the increase in drug use, for example, demonstrates how transit communities also take on the aspects of destination communities.

- Community awareness growing but empowerment still low.

At the same time, few individuals in the border communities feel empowered or responsible enough to deal with the problems that they identify. Few have hope that conditions will soon change and few appear to have access to sufficient information or resources to combat and deal with the impact of the trafficking activities taking place through, from, and in their communities. Still, communities of the region studied clearly have a growing awareness of their role in the trafficking chain and the effects this has on their specific communities. And to some degree, there is a willingness to address the complex problems related to trafficking, particularly drug awareness and prevention, which could indirectly assist in addressing the larger political issues. Recommendations to this effect focusing on

<sup>5</sup> For a more complete explanation of methodology and respondent groups, please see Annex E.



increased community access to police information and drug prevention and treatment are outlined in chapter four.

## Recommendations

Increased structural coordination through the establishment of a Regional Integrated Border Management Concept (IBMC) for this micro-region, including a coordination centre and a mechanism of community representation, are key areas where border management can be improved in line with ongoing initiatives in each of three countries.

Community willingness to cooperate across borders in this region has been demonstrated by the shared concern over the impact of drug use on the local communities. This shared concern could be a vehicle for creating programmes that address the problem on a regional basis and that act as a method of allowing greater dialogue on the more politically sensitive issues related to trafficking.





## Kratki pregled (Bosnian)

Državna granica ne predstavlja samo mjesto ulaza u neku državu ili izlaza iz te države. U svijetu poroznih granica i prekograničnog kriminala društvene zajednice se bave različitim aspektima aktivnosti koje se dešavaju u njihovom okruženju. Neke od ovih aktivnosti su više nego očigledne, kao što su povećani broj omladine za koju se smatra da su ovisnici o drogama. Ostale znakove je teže identifikovati jer u jednom trenutku poslovni čovjek u drugom postaje krijumčar. Ove karakteristike su pospješene situacijom post konfliktnog konteksta kada tenzije i izolacija uzrokuju povećani broj teorija zavjere prije nego poboljšanu saradnju i koordinaciju.

Literatura o pitanjima ekonomije neformalnih ratova, njihovom efektu, uticaju i procesu ponovne izgradnje kako ekonomije tako i društvenih zajednica u pograničnoj oblasti i pograničnim regionima je u sve većem porastu. Međutim, veći dio ovog istraživanja je realizovan na makro ili teoretskom nivou i rijetko se oslanja na mikro efekte ovakvog fenomena koji je specifičan za pogranične zajednice. Također, istraživanje u nekoj većoj mjeri ne pokušava preporučiti smjernice politike koje uvezuju komplikovane dijelove u smislu da nude različite nivoe izvršilaca koji bi se bavili situacijom.

Studija o "Uticaju aktivnosti krijumčarenja na područje južnog Jadranskog mora u Hrvatskoj, BiH i Crnu Goru" pokušava uvezati neke od ovih različitih komponenti putem studije o tehničkim, strukturalnim i informacijama zasnovanim na opažanju koje se odnose na aktivnosti krijumčarenja za ljude koji sačinjavaju ove pogranične zajednice. Studija nudi seriju prikaza usmjerenih na zajednice koji su formirani kroz intervjue, opservacije, i analize koje pružaju određeni nivo razumjevanja o tome kakva je pozicija ovog konkretnog pograničnog regiona u odnosu na aktivnosti krijumčarenja, njegove kontrole i načina na koji aktivnosti krijumčarenja utiču na region.

Mnogi zaključci ove studije nisu uopšte šokantni. Ustvari, neki su čak i regionalne javne tajne. Pored toga, vrlo je vjerovatno da ovi trendovi nisu jedinstveni samo za ovaj specifični pogranični region. Mnogi fenomeni koje je iskusi dubrovačka omladina, mladi policajac koji štiti zelenu granicu istočno od Gackog ili Bileće u

BiH, ili vlasnik kafea u Herceg Novom su vjerovatno slični problemima s kojim se susreću svakodnevni ljudi u pograničnim zajednicama širom Balkana. Ovakav uvid je ključan za razumijevanje načina na koji ovaj specifični pogranični region i ostali regionu mogu raditi zajedno u borbi protiv krijumčarenja.

Pomoć Evropske unije za poboljšanje tehnike i infrastrukture pristiže u značajnim sumama širom regiona. Poboljšanje granične infrastrukture i trening će svakako imati pozitivan uticaj u borbi protiv krijumčarenja kako u ovom strateškom trouglu, tako i širom regiona. Međutim, bez nekog složenijeg pristupa problemu krijumčarenja neće biti značajnijeg rješavanja tenzija pogranične zajednice niti normalizacije odnosa što je neophodno kako bi se pogranična područja učinila otvorenim i integrisanim a ne poroznim. Dakle, ova studija opisuje situaciju u određenom broju zajednica i predlaže nekoliko načina kako da se započne premoštavanje ove pukotine u kontroli granice putem dovođenja zajednica u istu ravan. U tom smislu, preporuke se nadopunjuju na već ustanovljene i planirane inicijative. Koordinacija nad integrisanim rukovođenjem granicom što uključuje i pogranične zajednice i mikro-regione predstavlja najbolju nadu za ponovnom integracijom zajednica u region i Evropu.

## Fokus studije i metodologija

Naredna studija se fokusira na jedan strateški trougao u Jugoistočnoj Evropi. U neka bolja vremena regionu kao što su područje južnog Jadrana u Hrvatskoj, Bosna i Hercegovina i Crna Gora su predstavljali ekonomske zone koje su ovisile jedna od druge. U novije vrijeme, sa svojim prostranim morskim i kopnenim granicama, graničnim vlastima i vladinim strukturama u reformi, region je postao omiljeni koridor za krijumčarenje za većinu ilegalnih roba koje idu za Zapadnu Evropu. Potražnja za nekim od ovih roba se smanjila radi završetka konflikta, dok je potražnja za neke druge robe u stalnom porastu. Studija se fokusira na strukturalne kontrole granica koje su trenutno prisutne, osvrće se na obim aktivnosti na krijumčarenju u regionu, i nudi niz preporuka za unapređivanje trenutnih nedostataka u koordinaciji, komunikaciji i planiranju za cijeli region.

Ključna otkrića su zasnovana na metodologiji koja kombinuje tehničku, strukturalnu i procjenu mikro





regiona zasnovanu na opažanju. Procijenjeni su svi veći kopneni, vazdušni i morski granični prelazi. Ove informacije su kombinovane sa 150 intervju, od kojih je oko 30 sa međunarodnim i lokalnim zvaničnicima koji rade na graničnim pitanjima, političkim liderima iz većih gradova u regionu, dok 120 intervju predstavlja intervju obavljen u zajednici a koje su realizovali istraživači iz tri navedena pogranična grada. Lokalni istraživači su obavili 40 intervju po državi, intervjujući populaciju od ovisnika o drogama do poslovnih ljudi i zakonodavnih eksperata za omladinu.

Ova analiza je dopunjena regionalnim i lokalnim medijskim studijama kao i procjenom trenutnih strukturalnih i političkih osnova za regionalnu saradnju koji su trenutno na snazi. Ovaj pristup “kombinovane košare” je omogućio da prikupljene informacije budu što je moguće iscrpnije i pouzdanije. Kvantitativni i kvalitativni podaci koji su prikupljeni su uvršteni u analizu trendova zasnovanu na procjeni fenomena sa različitih stanovišta, a zatim je izvršena provjera činjenica, zapažanja, mišljenja i procjena kako bi se ustanovila što jasnija slika cijele situacije.

## Ključna otkrića uključuju:

Izveštaj o napretku cjelokupne reforme rukovođenja granicama u regionu navodi da:

- Komunikacija i koordinacija između državnih i međudržavnih zvaničnika je i dalje na niskom nivou.

Reforme granica koje se trenutno sprovode nisu dovoljno napredne da pokažu jasne rezultate. Poboljšavanje opreme i trening su dobrodošli, međutim, spori proces poboljšavanja komunikacije između istih graničnih vlasti, zvaničnika graničnih i lokalnih vlada i između graničnih zvaničnika u tri zemlje je još uvijek ispod nivoa potrebnog za standardizovanu kontrolu granica. Razlog tome je u nedostacima u samom dizajnu struktura za rukovođenje granicama, nejednaki nivoi reforme u relevantnim administrativnim institucijama i pojedinačni a ne regionalni pristup rukovođenju granicama i pitanjima vezanim za to od strane donatorske zajednice.

- Upotreba droga se čini u stagnaciji ili porastu.

Ovaj region ostaje aktivni koridor za aktivnosti

krijumčarenja. Krijumčarenje drogama se čini u stagnaciji ili porastu. Krijumčarenje ljudi se takođe čini u stagnaciji dok se krijumčarenje oružjem i visoko kvalitetnim cigaretama čini u opadanju. Zajednice u ovom regionu su uglavnom služile kao tranzitna područja, međutim, povećanje upotrebe droga na primjer pokazuje kako tranzitne zajednice mogu preuzeti ulogu zajednica za krajnju isporuku.

- Svjesnost zajednice raste ali je jačanje zajednice još uvijek na niskom nivou.

Istovremeno, nekoliko pojedinaca u pograničnim zajednicama se osjeća dovoljno jakim i odgovornim da se nose sa problemima koje identifikuju. Nekoliko ih se nada da će se stanje uskoro promijeniti i čini se da ih nekoliko ima pristup dovoljnoj količini informacija ili resursa za hvatanje u koštac sa uticajem kojeg imaju aktivnosti na krijumčarenju koje se dešavaju kroz, iz ili u njihovim zajednicama. Ipak, zajednice u regionu koje su obuhvaćene studijom pokazuju porast u svjesnosti o svojoj ulozi u lancu krijumčarenja i efektima koje ono ima na njihove zajednice. Do određene mjere, postoji volja da se uhvate u koštac sa kompleksnim problemima vezanim za krijumčarenje, posebno prevencija i svjesnost o drogama što bi indirektno pomoglo u rješavanju većih političkih problema. Preporuke koje se odnose na ovo a koje se fokusiraju na povećan pristup zajednice policijskim informacijama, tretman i prevencija u borbi protiv droge su okvirno iznjeti u poglavlju četiri.

## Preporuke

Povećana koordinacija struktura kroz uspostavljanje Regionalnog integrisanog koncepta rukovođenja granicama za ovaj mikro region, uključujući centar za koordiniranje i mehanizam za predstavljanje zajednice mogu biti unaprijeđeni u skladu sa trenutnim inicijativama u svakoj od tri zemlje.

Volja zajednice za prekograničnu saradnju u regionu je demonstrirana kroz zajedničku brigu o uticaju korišćenja droga na lokalne zajednice. Ova zajednička zabrinutost bi mogla biti sredstvo za kreiranje programa koji će se baviti ovim problemom na regionalnoj osnovi, a koji bi djelovali kao metod omogućavanja većeg dijaloga po pitanju politički osjetljivih problema koji se odnose na krijumčarenje.





## Kratki pregled (Croatian)

Državna granica ne predstavlja samo mjesto ulaza u neku državu ili izlaza iz iste. U svijetu propusnih granica i prekograničnog kriminala, lokalne zajednice su uključene u različite aspekte aktivnosti koje se odvijaju u tom okruženju. Neke od posljedica tih aktivnosti, kao što je povećani broj mladih ovisnika o drogama, su više nego jasne. Međutim, mnoge znakove je teže precizno identificirati s obzirom da jedna osoba može biti krijumčar u jednoj, a poslovni čovjek u drugoj situaciji. Ove karakteristike posebno su naglašene u kontekstu post-konfliktne situacije gdje napetost i izolacija uzrokuju veliki broj teorija zavjere te umanjuju poboljšanje suradnje i koordinacije.

Literatura o pitanjima ekonomičnosti neformalnih ratova, njihovom efektu, posljedicama i procesu ponovne izgradnje kako gospodarstva tako i lokalnih zajednica u pograničnim područjima je u porastu. Međutim, većina ovih istraživanja rađena je na makro ili teoretskoj razini, nedovoljno obrađujući mikro efekte ovog fenomena specifične za pogranična područja. Također, sama istraživanja nisu ponudila političke smjernice koje bi trebale adresirati situaciju na način da uključe različite nivoe izvršitelja u rješavanje ovih pitanja.

Studija "Utjecaj krijumčarskih aktivnosti na području južnog Jadrana (Hrvatska, BiH i Crna Gora)" pokušava spojiti neke od ovih različitih komponenti putem istraživanja tehničkih pitanja, strukture i percepcije pograničnog stanovništva o krijumčarskim aktivnostima. Studija daje pregled informacija dobivenih putem intervjua, promatranja i analiza koje omogućuju bolji uvid u specifično stanje u regiji u kontekstu krijumčarskih aktivnosti, njihove kontrole, te utjecaju istih na lokalnu zajednicu.

Mnogi zaključci nisu šokantni. Naprotiv, neki su čak regionalne javne tajne. Pored toga, vrlo je vjerojatno da ovi trendovi nisu jedinstveni samo za ovo pogranično područje. Mnoge situacije s kojim je suočena dubrovačka mladež, mladi policajac koji patrolira zelenom granicom istočno od Gackog ili Bileće u BiH te vlasnik kafe bara u Herceg Novom su najvjerojatnije vrlo slične problemima s kojima se susreću prosječni ljudi koji žive u pograničnim područjima diljem Balkana. Takav uvid je ključan za razumijevanje načina

na koji se ova specifična regija i ostale njoj slične mogu zajedno boriti protiv krijumčarenja.

Europska Unija znatno ulaže u poboljšanje tehnike i infrastrukture diljem regije. Poboljšanje granične infrastrukture i obuka će svakako imati pozitivan utjecaj u borbi protiv krijumčarenja, kako u ovoj, tako i u ostalim regijama. Međutim, bez nekog složenijeg pristupa u rješavanju problema krijumčarenja, neće nestati napetosti u regiji, niti će doći do normalizacije odnosa što je neophodno u stvaranju otvorenih i integriranih, ali ne i propusnih graničnih prijelaza. Sukladno tome, ova studija daje pregled situacije u određenom broju zajednica i predlaže nekoliko načina kako bi se premostile pukotine u graničnoj kontroli, prvenstveno putem dovođenja svih triju područja na jedinstvenu i proporcionalnu razinu, uključujući suradnju stanovništva te lokalnih i državnih institucija. U tom duhu, preporuke se nadopunjuju na već ustanovljene i planirane inicijative. Koordinacija integriranog upravljanja granicama, uključujući ovu i ostale mikro-regije, predstavlja najbolju mogućnost za ponovnim integriranjem ovog pograničnog područja u regiju i Europu.

## Fokus studije i metodologija

Sljedeća studija fokusira se na strateški trokut na području jugoistočne Europe. U boljim vremenima, regija južnog Jadrana (Hrvatska, BiH i Crna Gora) je predstavljala uzajamno ovisne ekonomske zone. U novije vrijeme, sa svojim prostranim morskim i kopnenim granicama, tranzicijskim graničnim upravama i strukturama vlasti koje su u procesu reformi, regija je postala omiljeni koridor za krijumčarenje velikog broja ilegalnih proizvoda u zapadnu Europu. Potražnja za nekim proizvodima se smanjila nakon razrješavanja konflikta, dok su mnoge i dalje u konstantnom porastu. Studija se fokusira na trenutačnu strukturu kontrole granica, količinu krijumčarskih aktivnosti u regiji, njihov utjecaj na lokalnu zajednicu, te potom nudi niz preporuka za smanjenje nedostataka u koordinaciji, komunikaciji i planiranju.

Ključna otkrića zasnovana su na metodologiji koja kombinira tehničku, percepcijsku i strukturalnu procjenu stanja u mikro-regiji. Procijenjeni su svi veći kopneni, zračni i morski granični prijelazi u regiji. Ove informacije su upotpunjene sa 150 intervjua, od kojih



je tridesetak napravljeno s međunarodnim i državnim dužnosnicima koji se bave graničnim pitanjima te političkim liderima iz većih gradova u regiji, a ostalih 120 je napravljeno s lokalnim stanovništvom u suradnji s istraživačima iz triju pograničnih gradova. Lokalni istraživači napravili su 40 intervjua po državi, a ispitanici su bili različitih profila, od ovisnika o drogama, preko poslovnih ljudi, socijalnih radnika i pravnih stručnjaka do mladeži.

Analiza je također upotpunjena praćenjem regionalnih i lokalnih medija te procjenom strukturalnih i političkih osnova za regionalnu suradnju koje su trenutno na snazi. Ovaj kombinirani pristup istraživanju omogućio je prikupljanje iscrpnih i pouzdanih informacija. Kvantitativni i kvalitativni podatci su uključeni u analizu trendova koja je bazirana na procjeni fenomena s različitih stajališta, zatim provjerom činjenica, percepcija i mišljenja, sve u cilju pružanja što jasnije slike cijele situacije.

## Ključna otkrića

Izveštaj o napretku cjelokupne reforme rukovođenja granicama ističe sljedeće:

- Komunikacija i koordinacija između državnih i međunarodnih dužnosnika je i dalje na niskoj razini.

Reforme granica koje se trenutno provode nisu dovoljno napredovale da bi pokazale konkretne rezultate. Poboljšanje opreme i obuka su vrlo dobro prihvaćeni, međutim, proces poboljšanja komunikacije unutar graničnih vlasti pojedinih država, između granične uprave i lokalne vlasti te između graničnih uprava svih triju država, još uvijek je nedostatan za uspostavljanje standardizirane kontrole granica. Razlog tome su nedostaci u samom ustroju upravljanja granicama, nejednakim razinama reformi u resornim administrativnim institucijama i pojedinačni, a ne regionalni pristup upravljanju granicama i ostalim pitanjima vezanim uz to od strane donatorske zajednice.

- Uporaba droga je u stagnaciji ili polaganom porastu

Ova regija predstavlja aktivni koridor za krijumčarske aktivnosti. Krijumčarenje droga je, čini se, u stagnaciji ili polaganom porastu. Krijumčarenje ljudi stagnira, dok se krijumčarenje oružja i velikih

količina cigareta smanjuje. Ovo područje je uglavnom točka tranzita, iako povećanje uporabe droga pokazuje kako i tranzitno područje preuzima karakteristike odredišne točke.

- Svjesnost zajednice raste, ali njen utjecaj ostaje nizak

Određen broj individualaca u pograničnim područjima osjeća da ima dovoljan utjecaj i odgovornost da se suoče s identificiranim problemima. Nekolicina se nada da će se okolnosti uskoro promijeniti dok neki, čini se, imaju pristup dovoljnoj količini informacija i resurse za borbu protiv posljedica krijumčarenja koje se odvija kroz, iz i unutar njihovih zajednica. Ipak, zajednice u regiji kojima se bavi ova studija pokazuju porast u svjesnosti o svojoj ulozi u lancu krijumčarenja i efektima koje ono ima na njihovo specifično područje. Do određenog stupnja, postoji i volja da se adresiraju kompleksni problemi vezani uz krijumčarenje, osobito edukacija i prevencija zlouporabe droge, čije rješavanje bi indirektno pomoglo u adresiranju većih političkih pitanja. Preporuke koje se fokusiraju na rješavanje ovakvih problema putem boljeg pristupa lokalne zajednice policijskim informacijama, tretmanima i prevenciji detaljnije su opisane u četvrtom poglavlju.

## Preporuke

Ključno rješenje putem kojeg upravljanje granicama može biti poboljšano i usklađeno s trenutačnim inicijativama u svim trima državama je povećanje strukturalne koordinacije kroz uspostavu Regionalnog integriranog koncepta upravljanja granicama (Regional Integrated Border Management Concept, IBMC), koji bi uključivao i koordinacijski centar i predstavništvo lokalne zajednice.

Volja stanovništva za prekograničnom suradnjom unutar regije je pokazana kroz zajedničku zabrinutost o utjecaju uporabe droge na lokalnu zajednicu. Ta zajednička zabrinutost mogla bi biti sredstvo za kreiranje programa koji bi se bavio ovim problemom na regionalnoj razini, te u isto vrijeme služio kao metoda koja omogućuje bolji dijalog u kontekstu politički osjetljivih pitanja koja se odnose na krijumčarenje.

## Kratki pregled (Montenegro)

Državna granica ne predstavlja samo mjesto ulaza u neku državu ili izlaza iz te države. U svijetu propusnih granica i prekograničnog kriminala društvene zajednice se bave različitim aspektima aktivnosti koje se dešavaju u njihovom okruženju. Neke od ovih aktivnosti su više nego očigledne, kao što su povećani broj mladih za koje se smatra da su zavisnici o drogama. Ostale znakove je teže identifikovati jer u jednom trenutku poslovni čovjek u drugom postaje krijumčar. Ove karakteristike su podstaknute i situacijom post konfliktnog konteksta kada tenzije i izolacija uzrokuju povećani broj teorija zavjere prije nego poboljšanu saradnju i koordinaciju.

Literatura o pitanjima ekonomije neformalnih ratova, njihovom efektu, uticaju i procesu ponovne izgradnje kako ekonomije tako i društvenih zajednica u pograničnoj oblasti i pograničnim regionima je u sve većem porastu.

Međutim, većina od ovih istraživanja rađena je na makro ili na teoretskoj osnovi, nedovoljno obrađujući mikro efekte ovog fenomena specifične za pogranična područja. Takođe, sama istraživanja nisu ponudila, u vecoj mjeri, političke smjernice koje bi trebale tretirati ovu situaciju na način da se uključe različiti nivoi izvršitelja u rješavanje ovih pitanja.

Studija "Uticaj krijumčarenja na područje južnog Jadrana (Hrvatska, BiH i Crna Gora)" pokušava povezati neke od ovih različitih komponenti putem istraživanja o tehničkim pitanjima, strukturi i percepciji pograničnog stanovništva o krijumčarskim aktivnostima.

Studija nudi pregled informacija dobijenih kroz intervjue, posmatranja i analize koje pružaju bolji uvid u specifično stanje u regiji u kontekstu krijumčarenja, njegove kontrole, te uticaju na lokalnu zajednicu.

Mnogi zaključci ove studije nisu uopšte šokantni. Ustvari, neki su čak i regionalne javne tajne. Pored toga, vrlo je vjerovatno da ovi trendovi nisu jedinstveni samo za ovaj specifični pogranični region. Mnogi fenomeni koje je iskusi dubrovačka omladina, mladi policajac koji štiti zelenu granicu istočno od Gackog ili Bileće u BiH, ili vlasnik kafea u Herceg Novom su vjerovatno slični problemima s kojim se susreću svakodnevni ljudi

u pograničnim zajednicama širom Balkana. Ovakav uvid je ključan za razumijevanje na\_ina na koji ovaj specifični pogranični region i ostali regionu mogu raditi zajedno u borbi protiv krijumčarenja.

Pomoć Evropske unije za poboljšanje tehnike i infrastrukture pristiže u značajnim sumama širom regiona. Poboljšanje granične infrastrukture i trening će svakako imati pozitivan uticaj u borbi protiv krijumčarenja kako u ovom strateškom trouglu, tako i širom regiona. Međutim, bez nekog složenijeg pristupa problemu krijumčarenja neće biti značajnijeg rješavanja tenzija pogranične zajednice niti normalizacije odnosa što je neophodno kako bi se pogranična područja učinila otvorenim i integrisanim a ne propusnim. Dakle, ova studija opisuje situaciju u određenom broju zajednica i predlaže nekoliko načina kako da se započne premoštavanje ove pukotine u kontroli granice putem dovođenja zajednica na isti nivo. U tom smislu, preporuke nadopunjuju ustanovljene i planirane inicijative. Koordinacija nad integrisanim rukovođenjem granicom što uključuje i pogranične zajednice i mikro-regione predstavlja najbolju nadu za ponovnom integracijom zajednica u region i Evropu.

## Fokus studije i metodologija

Naredna studija se fokusira na jedan strateški trougao u Jugoistočnoj Evropi. U neka bolja vremena regionu kao što su područje južnog Jadrana u Hrvatskoj, Bosni i Hercegovini i Crnoj Gori, predstavljali su ekonomske zone koje su zavisile jedna od druge. U novije vrijeme, sa svojim prostranim morskim i kopnenim granicama, graničnim vlastima i vladinim strukturama u reformi, region je postao omiljeni koridor za krijumčarenje za većinu ilegalnih roba koje idu za Zapadnu Evropu. Potražnja za nekim od ovih roba se smanjila radi završetka konflikata, dok je potražnja za neke druge robe u stalnom porastu. Studija se fokusira na strukturalne kontrole granica koje su trenutno prisutne, bavi se obimom krijumčarskih aktivnosti u regionu, i nudi niz preporuka za unapređenje trenutnih nedostataka u koordinaciji, komunikaciji i planiranju za cijeli region.

Ključna otkrića su zasnovana na metodologiji koja kombinuje tehničku, strukturalnu i procjenu mikro regiona zasnovanu na opažanju.

Procijenjeni su svi veći kopneni, vazdušni i morski granični prelazi. Ove informacije su kombinovane sa

150 intervju, od kojih je oko 30 sa međunarodnim i lokalnim zvaničnicima koji rade na graničnim pitanjima, političkim liderima iz većih gradova u regionu, dok 120 intervju predstavlja intervjue obavljene u zajednici a koje su realizovali istraživači iz tri navedena pogranična grada. Lokalni istraživači su obavili 40 intervju po državi, intervjujujući populaciju od zavisnika o drogama, do poslovnih ljudi i zakonodavnih eksperata za omladinu.

Ova analiza je dopunjena regionalnim i lokalnim medijskim studijama kao i procjenom trenutnih strukturalnih i političkih osnova za regionalnu saradnju koji su trenutno na snazi. Ovaj pristup “kombinovane korpe” je omogućio da prikupljene informacije budu što je moguće iscrpnije i pouzdanije. Kvantitativni i kvalitativni podaci koji su prikupljeni, uvršteni su u analizu trendova zasnovanih na procjeni fenomena sa različitih stanovišta, a zatim je izvršena provjera činjenica, zapažanja, mišljenja i procjena kako bi se stvorila što jasnija slika cijele situacije.

## Ključna otkrića uključuju:

Izveštaj o napretku cjelokupne reforme rukovo\_enja granicama u regionu navodi da:

- Komunikacija i koordinacija između državnih i međudržavnih zvaničnika je i dalje na niskom nivou.

Reforme granica koje se trenutno sprovode nisu dovoljno napredne da pokažu jasne rezultate. Poboljšavanje opreme i trening su dobrodošli, međutim, spori proces poboljšavanja komunikacije između istih graničnih vlasti, zvaničnika graničnih i lokalnih vlada i između graničnih zvaničnika u tri zemlje je još uvijek ispod nivoa potrebnog za standardizovanu kontrolu granica. Razlog tome je u nedostacima u samom dizajnu struktura za rukovođenje granicama, nejednaki nivoi reforme u relevantnim administrativnim institucijama i pojedinačni a ne regionalni pristup rukovođenju granicama i pitanjima vezanim za to od strane donatorske zajednice.

- Upotreba droga se čini u stagnaciji ili porastu.

Ovaj region ostaje aktivni koridor za aktivnosti krijumčarenja. Krijumčarenje droga se čini u

stagnaciji ili porastu. Krijumčarenje ljudi se takođe čini u stagnaciji dok se krijumčarenje oružjem i visoko kvalitetnim cigaretama čini u opadanju. Zajednice u ovom regionu su uglavnom služile kao tranzitna područja, međutim, povećanje upotrebe droga na primjer pokazuje kako tranzitne zajednice mogu preuzeti ulogu zajednica za krajnju isporuku.

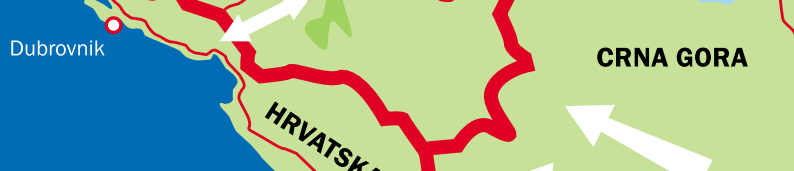
- Svjesnost zajednice raste ali je jačanje zajednice još uvijek na niskom nivou.

Istovremeno, nekoliko pojedinaca u pograničnim zajednicama se osjeća dovoljno jakim i odgovornim da se nose sa problemima koje identifikuju. Nekoliko ih se nada da će se stanje uskoro promijeniti i čini se da ih nekoliko ima pristup dovoljnoj količini informacija ili resursa za hvatanje u koštac sa uticajem kojeg imaju aktivnosti na krijumčarenju koje se dešavaju kroz, iz ili u njihovim zajednicama. Ipak, zajednice u regionu koje su obuhvaćene studijom pokazuju porast u svjesnosti o svojoj ulozi u lancu krijumčarenja i efektima koje ono ima na njihove zajednice. Do određene mjere, postoji volja da se uhvate u koštac sa kompleksnim problemima vezanim za krijumčarenje, posebno prevencija i svjesnost o drogama što bi indirektno pomoglo u rješavanju većih političkih problema. Preporuke koje se odnose na ovo a koje se fokusiraju na povećan pristup zajednice policijskim informacijama, tretman i prevencija u borbi protiv droge su okvirno iznjeti u poglavlju četiri.

## Preporuke

Povećana koordinacija struktura kroz uspostavljanje Regionalnog integrisanog koncepta rukovođenja granicama za ovaj mikro region, uključujući centar za koordiniranje i mehanizam za predstavljanje zajednice mogu biti unaprijeđeni u skladu sa trenutnim inicijativama u svakoj od tri zemlje.

Volja zajednice za prekograničnu saradnju u regionu je demonstrirana kroz zajedničku brigu o uticaju korišćenja droga na lokalne zajednice. Ova zajednička zabrinutost bi mogla biti sredstvo za kreiranje programa koji će se baviti ovim problemom na regionalnoj osnovi, a koji bi djelovali kao metod omogućavanja većeg dijaloga po pitanju politički osjetljivih problema koji se odnose na krijumčarenje.



# Contents

Executive Summary .....	III
Kratki pregled (Bosnian) .....	VII
Kratki pregled (Croatian) .....	IX
Kratki pregled (Montenegro) .....	XI
Contents .....	XIII
Assessing trafficking activities in the Southern Adriatic region .....	1
1 Levels of cooperation .....	1
1.1 Structural underpinnings, political realities and practical implementation .....	1
1.1.1 General context .....	1
1.1.2 Border cooperation: among and within border authorities .....	1
1.2 Reporting and response systems between respective border security officials is not systematic ..	1
1.3 Inter-agency coordination at borders is not harmonized .....	3
1.3.1 Unclear Dividing Line: Customs/Border Police .....	3
1.3.2 Personal Data Lists .....	3
1.3.3 In-depth defence: Inter-agency cooperation within each country .....	3
1.4 Pace of reforms in related government agencies is slow .....	4
1.5 Information sharing and coordination with wider communities is low .....	5
1.6 Interagency coordination among local community governments on a cross border level .....	5
2 Understanding of the level and details of trafficking activities .....	6
2.1 General context .....	6
2.2 Southern Adriatic .....	6
2.3 Drugs .....	7
2.4 General Situation .....	7
2.5 Weapons .....	8
2.5.1 General situation .....	8
2.5.2 Heavy Weapons, Hand Grenades and Explosives .....	8
2.6 Human Trafficking .....	9
2.6.1 General Situation .....	9
2.7 Cigarettes .....	10
2.7.1 General situation .....	10
2.8 Major Trafficking Routes .....	10
3 Impact on local communities .....	11
3.1 General context .....	11
3.2 Several trends .....	12
4 Policy recommendations on combating trafficking .....	14
4.1 Create a clearer legal basis for internal and external cooperation at the border .....	14
4.2 Establish a specific Integrated Border Management Concept (IBMC) .....	14
4.3 Establish a tri-national border contact centre (BCC) .....	15
4.4 Coordinate external assistance and approach for border management programmes .....	15
4.5 Include a joint training component for border and local police officials .....	15
4.6 Establish the micro-region as a test site for trans-frontier community policing .....	15
4.7 Support regional authorities and NGOs to improve awareness of drug abuse .....	16
4.8 Create a regional centre for Drug Abuse and systematic registration of drug users .....	16
4.9 Create a regional strategy for coordinating assistance for victims of human trafficking .....	16
4.10 Implement local media training related to reporting on trafficking activities .....	16
5 Next steps .....	16



Annex A (Informative) Terms and Definitions .....19

Annex B (Informative) Organization, Mission, Personnel, Training of Border Police Forces .....21

Annex C (Informative) Border assessments and commodities .....27

Annex D (Informative) Integrated Border Management .....37

Annex E (Informative) Research methodology .....41

Annex F (Informative) Narrative Summary of results .....45

Annex G (Informative) Bibliography .....53





# Assessing trafficking activities in the Southern Adriatic region

## 1 Levels of cooperation

### 1.1 Structural underpinnings, political realities and practical implementation

#### 1.1.1 General context

The Southern Adriatic region of Croatia, Republika Srpska of Bosnia and Herzegovina (BiH), and Montenegro forms a rough triangle covering strategic green and blue borders along some of the major smuggling routes of the former Yugoslavia. Due to the war and its effects, the region remains a tense and closed area. Tourism has returned to the coastal areas of Dubrovnik and to some extent of Kotor and Herceg Novi in Montenegro, but most levels of official cooperation between Dubrovnik in Croatia, Kotor and Herceg Novi in Montenegro and the Republika Srpska town of Trebinje in BiH have remained frozen, including active border security.

Each of the three countries has felt the political pressure to get the structural underpinnings for border security in place according to EU standards. Through a variety of assistance programmes and political agreements, the basic technical and structural mechanisms of border security are being designed or are already in place, including infrastructure and equipment upgrades for almost all border crossings visited in this region. Besides the infrastructure upgrades, new or still to be implemented initiatives inevitably need time to function correctly, and it is unreasonable to expect that such reforms within the context of the post-conflict situation in the region would be either easy or predictable.

This micro-region is accordingly very much in a state of transition and its challenges to coordinate border security, as highlighted below, are useful examples of the overall process and progress of reform in border security for the greater Southeast European region.

#### 1.1.2 Border cooperation: among and within border authorities

Inter-agency cooperation at the Croatian, BiH and Montenegrin borders in this region, especially operating procedures and competences of the individual agencies, is based upon numerous regulations, agreements, memoranda of understanding and other documents. However in reality inter-agency cooperation both on the intra-state and inter-state level is still hampered by unclear dividing lines between competences of different agencies and within their subordinate elements and missing legislation, treaties, protocols, agreements, etc. This is compounded by individual tensions over salary differences, war grievances, and various levels of corruption in the ranks and has created a system where inter-agency and cross-border cooperation is possible, but not systematic.

### 1.2 Reporting and response systems between respective border security officials is not systematic

On the cross-border inter-agency level, relevant agencies report and respond in different ways in each country. All presumably will eventually reach a EU standard, regardless of their internal structure, but for the moment, the difference in structure makes the situation even more difficult to coordinate.

Croatia currently has border police within the ministry of interior, Montenegro has had the military patrolling portions<sup>6</sup> of the green (land) and blue (sea) border in cooperation with border police and customs authorities and BiH has a new State Border Service (SBS) which is distinct from the functioning of the ministries of interior in either entity of BiH.<sup>7</sup>

Each country is attempting to improve its border management. Croatia and Montenegro are in the process of reforming their border police forces while

<sup>6</sup> Border control was handed over to the Montenegrin border police in August 2003.

<sup>7</sup> For a detailed breakdown of competencies of each border authority and analysis of each structure, please see Annex B.



BiH has built up a new State Border Service in 2002 with the advice and supervision of international organizations like the European Police Mission (EUPM). Croatia plans to reorganize its (Border-) Police by separating it from the National Police.<sup>8</sup> With CARDS<sup>9</sup> support they might adopt a structure, which is similar to the German border police “Bundesgrenzschutz”.<sup>10</sup> Reform efforts within the ministry of interior in Montenegro will follow similar structures for eventual EU integration.

Given this basis, the cooperation among the various structures and countries is less than ideal. Some level of information sharing and joint initiatives is in place. Information sharing meetings between police officials in Croatia and BiH or joint actions between SBS and Montenegrin officials are often cited as an example of positive will for enhanced cooperation.<sup>11</sup> For example, the BiH SBS unit commander from Trebinje has regular meetings with the chief of the Montenegrin border police station Herceg Novi, and the chief of the Montenegrin border police station Niksic. According to OSCE Croatia, the Croatian border authorities and their colleagues in the region<sup>12</sup> have implemented some level of regular meetings.

Yet even between Montenegro and BiH, there are no synchronized border patrols. This creates a situation where sometimes there are border patrols on either side at the same time and sometimes there are not border patrols at all for a long period of time. Traffickers who are well equipped with mobile telephones carry out counter reconnaissance and clearly take advantage of this ‘free space.’ This lack of synchronization is compounded by the distinct

operation methods employed by military and civilian border police. For example, on the BiH/Montenegrin border the BiH side the border is patrolled by the State Border Service, which is a police force, while on the Montenegrin side, the border has been patrolled by the military.

On a practical level, this has created the situation where the border crossing points of the region studied can be time consuming and often duplicative, while rarely proactive in their identification of possible trafficking activities. Separate checkpoints in every border crossing point border controls, especially for cargo transports, are time consuming and costly,<sup>13</sup> and often superfluous<sup>14</sup>

Media attention to the need for border-security cooperation appears to have had some effect on the political will towards making border security coordination at least more visible. Respected weekly magazines from all three countries have carried high profile trafficking related stories during the past six months. Often the tone of the articles is critical of both the local authorities and the international community. While these magazines are not as widely read as local television in any of the three countries, the weekly magazines appear to have invigorated the debate, which daily newspapers are now covering.<sup>15</sup> Several high profile drug cases and human trafficking on the BiH border with Croatia in the north appear to have set the tone for over-all cooperation of the two countries.<sup>16</sup>

Other international initiatives are also attempting to link the countries in greater cooperation, and some success has been achieved. However much of this

<sup>8</sup> The EU delegation in Zagreb is not in favour of separating the border police as it would take more funds to run an independent border police force and after a possible accession of Croatia to the European Union and a consequently following abolishment of EU internal border controls there will be the problem of integrating superfluous border policemen into the regular police or bringing them into other jobs.

<sup>9</sup> EU Community Assistance for Reconstruction, Development and Stabilisation (CARDS).

<sup>10</sup> This would have the advantage that a new structure would be in line with the border police forces of other EU candidate countries. Cooperation would be much easier within similar structures and favourable for the building up of a European Border Police, which has been decided upon by the EU ministers of the interior in June 2002 in Naples.

<sup>11</sup> The March 15, 2003 seizure of 620 packages of cigarettes near Trebinje was carried out as a joint operation by the SBS and the Border Police in Montenegro and put forward as an example by EUPM as cross-border cooperation.

<sup>12</sup> The Croatian Ministry of Interior reconsidered its willingness to cooperate with this study, and accordingly any information related to the functioning of the ministry of interior in Croatia is based on conversations with EU and OSCE related representatives, interviews with Croatian political officials, and unofficial interviews with ministry of interior related authorities.

<sup>13</sup> For example, the average control time for a car is 5 to 10 minutes depending on the number of passengers. Most of that control time is used for putting down personal data into a book by hand writing. For trucks, 30 minutes seem to be normal.

<sup>14</sup> The profile of those attempting to cross the border is generally not defined and therefore left up to the individual officer. Citizens of EU member states are not privileged from those of “difficult” countries with a high risk of illegal migration and other activities.

<sup>15</sup> Look at six month content (January-June 03) of Dani in BiH, Vreme in SiCG, and Nacional, Globus in Croatia.

<sup>16</sup> May, 6, 2003 Croatian weekly magazine Nacional: article on human trafficking across the BiH/Croatian border near Slavonski Brod or the article on June, 7, 2003 in the Croatian daily Slobodna Dalmacija focused on overall trafficking in Croatia are part of the overall increase in media attention regionally to the issue.



cooperation is at the higher administrative levels and still has not filtered down to the local level.<sup>17</sup>

### 1.3 Inter-agency coordination at borders is not harmonized

Part of the problem in coordination among border officials in the different countries can be attributed to the fact that even within the same country, agencies responsible for border security are still not harmonized or functioning efficiently in this region. A few examples of this gap for the region studied are noted below:

#### 1.3.1 Unclear Dividing Line: Customs/Border Police

The competence for measures against trafficking illicit goods normally lies with the customs authorities, while the border police deal with normal travellers. The dividing line between the legal competences of customs and border police authorities is unclear in many of these border crossings with both customs and border police often overlapping in duties. Even with the newly created SBS in BiH, the pamphlets distributed confuse the duties of the SBS and of the customs officers.

#### 1.3.2 Personal Data Lists

In most border checkpoints visited, (see Annex C for detailed border assessments), personal data of foreigners is handwritten. The border policemen work under time pressure and are mainly concentrated on writing data instead of checking passports, cars, etc. The hand written lists are sent to the respective Criminal Investigation Departments where they are collected from all border-crossing points. According to local police and those within the ministry, it is unlikely that anybody ever checks those lists.

#### 1.3.3 In-depth defence: Inter-agency cooperation within each country

Sufficient administrative tools and incentives to encourage inter-agency cooperation are not present

Perhaps even more challenging is the low level of coordination between authorities within the same country. The reasons for this are complex, but in some ways also predictable. Authorities in Dubrovnik county claim that cooperation among the various authorities involved in border control and security for the region is fine and routine. This in some ways corresponds with the structure of the Croatian police. The Croatian (Border-) Police are not a separate police force independent from the general national police, but rather a branch of the Croatian Police and subordinated to the Croatian Ministry of the Interior.<sup>18</sup>

At the same time, clear breaks in communication between SBS officials, either from the Federation or the RS and municipal level police, were cited by the police officials themselves in Trebinje region as a point of concern.<sup>19</sup> In theory, both the horizontal and the vertical extension of the current structure are direct enough to provide an optimal channel of information and command and control<sup>20</sup> among the SBS and the ministries of interior. Still standardized information exchange structures fail due to a variety of basic considerations, such as very poor IT-equipment to support coordination.

And perhaps more structurally troubling, the incentive for cooperation and the exchange of information is not necessarily present. The monthly salary of an ordinary border policemen in the BiH SBS is 450 R whereas the salary of a policeman is only 150 R per month. This difference, according to a public official in Trebinje, is the main source of frustration and de-motivation of his personnel to both work and cooperate. In addition, it is

<sup>17</sup> As one of their ongoing activities, OSCE missions in Serbia and Montenegro (SiCG) and Croatia are particularly active linking the relevant police forces in the border regions between Serbia and Croatia. The process has been slower between Montenegro and Croatia as Montenegro is just beginning the reform process within the ministry of interior that has been underway for some time in Serbia. At the same time, it should be noted that local cooperation among some police officials is quite good, based on individual relationships rather than the structural mechanisms in place.

<sup>18</sup> Because of Croatia's long Adriatic coastline, with its many harbours, and similar border control procedures in airports, all border police stations there are subordinated to the Croatian Border Police Department for Sea- and Airports.

<sup>19</sup> Within BiH there is one border police force with two entities: the State Border Service of the Serb Republic and the State Border Service of the Federation of BiH. The Federation is split up into 10 Cantons with de-centralized police forces each, but with one Republic Force, one State Border Service, 2 Customs and one Ministry of the Interior.

<sup>20</sup> The 5 Field Offices + 1 Training Centre + 1 Central Investigation Office are 7 elements directly subordinated to the SBS Directorate with its Chief of the SBS. The EU Transition and Implementation Team and the SBS Headquarters with its Chief of Staff are management support elements and without subordinated levels. The composition of the SBS is based on the BiH ethnic composition.



used as justification for corruption.<sup>21</sup>

The situation in Montenegro is somewhere in between, given that the border competencies are still transitioning from a military to a civilian police competency.<sup>22</sup> For example, in terms of Green Border Surveillance, the Serbian Army (JNA) carries out surveillance of the Montenegrin “green” and the “blue” borders. The soldiers neither have border police training nor a border police strategy. Their attitude is to “defend the country against enemies.”<sup>23</sup> Border patrols are not coordinated with the border checkpoint or the local police,<sup>24</sup> which are frequently bypassed by traffickers who are usually dropped before the checkpoint and picked up after it.<sup>25</sup>

## 1.4 Pace of reforms in related government agencies is slow

All three of the countries are also undergoing some type of judicial reform or restructuring, and this, combined with the grey areas of responsibility between police and border authorities, exacerbates the problem of law enforcement and prosecution of trafficking related crimes.<sup>26</sup>

Lack of clear progress among the agencies suggests to many in the region that there is lack of political will to make the cooperation work. According to respondents,

the police are generally ineffective in combating trafficking.<sup>27</sup> General reasons for this opinion include structural considerations suggesting that mechanisms need to be improved for proper channels of communication, etc. But most respondents went to the heart of the matter, suggesting that administrative breakdowns or barriers are often more a decision than an inevitable result of the situation, suggesting that corruption within the authorities is the main contributor to perceived police ineffectiveness.<sup>28</sup>

For example, for respondents from Dubrovnik, the main reasons for ineffectiveness in combating trafficking for drug users and young persons group is corruption within the police, where they take part in trafficking activities. The police are seen as the strongest mafia in the country and as such not able to deal with the problem. Oras one prominent analyst stated in a weekly broadcast of the news programme, Latinica, the police are a reflection of the political will to effectively resolve issues related to organized crime.<sup>29</sup> Even those a bit more positive towards policing efforts, such as experts and businessmen, suggest that at the very least the police are not ‘efficient’ in combating trafficking of goods and humans.<sup>30</sup>

<sup>21</sup> Interview with Chief of the Public Security Centre of Trebinje, May 2003.

<sup>22</sup> The subordination of the Montenegrin Border Police under the “General Directorate of the Police” on one side is an additional organizational level, which complicates information, command and control channels. But on the other hand it has the advantage that both the public and the border policemen regard the border police as “normal” policemen and not as a military force, which is responsible for the (semi-military) defence of the border. And should Montenegro eventually accede to the European Union they would not have the social problem of what to do with superfluous border policemen.

<sup>23</sup> The divide between military and civilians in this region is compounded by the population’s attitude towards the military. A good portion of the population feel that the military should leave Montenegro, and accordingly, civilians are not willing to actively cooperate with them.

<sup>24</sup> Salary differentials are only slightly better than in BiH, with local police (350R) earning more than border police (220R) at the moment.

<sup>25</sup> Around the border crossing point in the micro-region, there are many footpaths through the bushes across the border, which clearly indicate that they are used quite frequently. The border policemen report about noise at night, yet they generally do not further investigate, citing the lack of night vision equipment. For example, according to the regional BiH SBS commander in Trebinje, there is close cooperation between local inhabitants and trafficker gangs especially in the Banjani Mountains. Farmers provide the traffickers and smugglers with horses and donkeys for transportation along border crossing mountain paths. If detected by SBS border patrols the farmers let the animals run away from the steep mountain paths and the border policemen cannot follow them into the difficult terrain. The SBS don’t have horses. The SBS commander even reported about border policemen who cooperated with the traffickers. However, these border policemen apparently were sacked immediately.

<sup>26</sup> Experts in BiH expressed concern that the new laws proposed in Croatia for the reduction in prosecution of persons in possession of certain types of drugs would reduce their ability to effectively prosecute drug traffickers in BiH. Regardless of the supposed impact of the new Croatian legislation, the fact that the crime is transborder in nature and that the laws are not necessarily similar, creates an administrative gap in prosecution as well as investigation.

<sup>27</sup> The perception that trafficking activities are significant and that there is little being done to truly curb the activities (majority of respondents from all three countries) suggests that there are low levels of confidence in the law enforcement officials.

<sup>28</sup> A survey done in 2001 by the Podgorica-based Centre for Transition suggested that Montenegrins view corruption as one of the major social problems. However a united front against corruption has not yet formed in Montenegro or either of the other two countries. (“Corruption as a National Project,” AIM Dossiers: November 2001).

<sup>29</sup> Latinica, Croatian Television and Radio (HRT), July 21, 2003.

<sup>30</sup> The experts and businessmen expressed positive opinions about work of police in general. Actually they see the police as the only active body that is engaged in the fight against drug trafficking and as such should increase its activities and have a more pro-active role. According to them special action needs to be taken for more effective police which include: (a) specialized training for police about drugs, combating trafficking in drugs and human beings, minor delinquency; (b) internal cleanup of police involved in drug trafficking; and (c) the establishment of specialized units within the police that would employ skilled professionals.



#### Cited reasons for ineffectiveness in fighting trafficking:\*

- Lack of political will
- Administrative barriers
- Lack of communication between police/NGOs
- Lack of properly trained policemen

\*Classifications based partially on list of interview suggestions

## 1.5 Information sharing and coordination with wider communities is low

Another clear gap involves information sharing. Most respondents on all sides of the border feel that they are uninformed or at least that the process that local police officials take in dealing with trafficking issues is non-transparent. Whether NGOs or private citizens, many feel that they do not have access to information that is needed for them to be better informed and involved. The concept, for instance, of community policing in any of the countries is still very new. In Croatia (Dubrovnik County), BiH (Herzegovina) and Montenegro, even the term “Community Based Policing” (CBP) is unknown to most of the local politicians and leading (border) police officers.<sup>31</sup>

While a community-based policing programme is now being introduced in Croatia, through a CARDS project,<sup>32</sup> versions of this programme in cooperation with international advisors for BiH or Montenegro is still some time away. And at least initial versions of the Croatian community policing plan and that of the one for Serbia (which is likely to be replicated by OSCE for Montenegro) do not contain a systematic mechanism that links the issue of border control and crime with the communities in the region. Inevitably, a successful community policing programme would eventually combine these elements, but particularly in this tense border region, lack of a blue print and design suggests that implementation would be just that much slower.

## 1.6 Interagency coordination among local community governments on a cross border level remains underdeveloped

Coordination among the relevant administrative units on a cross border basis is even more underdeveloped, partly due to the political tensions still dominating the local political agenda. For example, interviews with several members of the Dubrovnik county administration suggested that emotions still dictate everything but the most necessary cooperation between county administration and its respective counterparts across the border. While other municipal level leaders in Croatia and administrative leaders in Trebinje and Herceg Novi might be more willing to coordinate on these levels, this type of coordination is unlikely to happen without clearly having the immediate border security institutions fully in place and functioning before requesting their respective cooperation.

The consequences of the highlighted administrative gaps for all three countries in the micro-region are quite clear. Security gaps in border control are the most obvious result of the current situation. Border authorities on all sides acknowledge that many types of smuggled goods and trafficked persons likely pass through their border regions. However, due to many of the cited administrative difficulties and a great lack of technical equipment (likely to be brought up to standard in the next year or so through international assistance), even those that have the training and initiative feel unable to have an impact on the situation, both in the immediate border area or in coordination with their colleagues in the border region. This, combined with little real coordination with police and related agencies with responsibility for the border communities, creates a situation where transborder crime has a clear window of opportunity.

<sup>31</sup> On many occasions, respondents expressed the need for better cooperation between citizens and citizens' groups, which demonstrates that there is some idea of what community policing is in theory.

<sup>32</sup> The German Ministry of Interior supports the CARDS project.





## 2 Understanding of the level and details of trafficking activities

### 2.1 General context

The successive conflicts during the nineties in South Eastern Europe resulted in a lack of effective law enforcement and an environment conducive to the emergence and consolidation of a strong black market and networks of trafficking routes across the Balkans. As an outgrowth of war economies, many of these routes remain lucrative and relevant due to the weak states in which they operate. While the commodities and some strategies have changed, many of the routes remain the same.

It is still too early to assess how the Serbian and (to some extent) the Croatian governments' recent crackdowns on high-level organized crime will impact levels of transborder crime. Anecdotal evidence of reductions in certain drugs available after the police emergency in Belgrade, for instance, suggest that macro-level law enforcement measures quickly reduced the amount of activity and the supply of such smuggled commodities as heroin.<sup>33</sup> Throughout the Balkan region, other commodities have reduced in popularity simply due to the change in transition in war economy from one largely of weapons to one of drugs, and humans, and consumer goods.

An understanding of the development of such activities throughout the whole region is key to understanding the level of transborder crime. Depending on the side and the time, most political elites during the Balkan conflicts had shared interests with organized crime to secure their survival.<sup>34</sup> These relationships often also arranged through a group of mediators in or connected to government structures remained in place after the

changes in government in the states. And in the case of Montenegro at least, the state is still alleged to be behind many types of trafficking activities.<sup>35</sup> Perhaps most importantly, the structures transcended borders and became transborder in nature. Efforts to combat transborder crime have been slower to take on a transborder nature, having been bogged down in national level politics or country specific donor obligations.<sup>36</sup>

At the same time, the various conflicts also created a situation where the smuggling of consumer goods became accepted as a means of local economic survival. The classification of cigarette smuggling as a criminal activity often depends on the level of smuggling. For instance, individuals smuggling a few cartons versus a well-established system that corners the market on cigarette supply in a particular town or city. Clearly the second option requires some type of 'protection' from officials and accordingly is seen as more negative by the general population.<sup>37</sup>

The manifestation of such relations appear today in the forms of murky relationships, conspiracy theories, public perceptions of high levels of corruption and collusion in government, particularly law enforcement officials, and a sense of apathy among the common population.

### 2.2 Southern Adriatic

The situation in the Southern Adriatic reflects this larger regional phenomenon. The trafficking of weapons, drugs, humans and consumer goods is still present in this micro-region-, which contains both difficult green and blue borders, but the region serves mainly as a transit area. While clear levels of all mentioned goods are still being smuggled from and through the greater region, the most frequently

<sup>33</sup> The reduction in heroin supply due to the police action caused users in large numbers to seek assistance for withdrawal symptoms. "Natasia Micic pozvala gradjane na jedinstvo," B92 vesti, 19 March 2003, Gordy, Eric, "The Clandestine Political Economy of War and Peace: Insights from the Balkans," May 6, 2003.

<sup>34</sup> For example those able to break the economic embargo in Yugoslavia or the arms embargoes in the other countries were considered 'heroes' and accordingly many have not felt the need to curb their activities in the post-conflict environment.

<sup>35</sup> The most notable scandals about Montenegro involvement in trafficking of cigarettes is very known even in Croatia where in number of occasions in independent magazine Nacional articles were published with heavy accusations for some politicians. This combined with a recent scandal involving a woman from Moldova accusing high level officials of being involved in sex trafficking (spring 2003) and the capture of a boatload of weapons at the beginning of 2003 by Croatian authorities allegedly bound for Iraq have put the government on the defensive to explain its relations and or support of such activities.

<sup>36</sup> For example most government donors create strategies for each country in the region, not the region as a whole although new initiatives proposed by the Stability Pact to the EU Commission and reconsideration of some government aid policies are now making donor and technical assistance available to regionally based projects.

<sup>37</sup> Awareness of cigarette smuggling among respondents in Montenegro, for example, was 100% and most interviewed at least in the past considered as a legal business.





mentioned commodity in this micro-region is presently drugs.<sup>38</sup> For a breakdown of key border areas, their security systems in place and their relative levels of commodities, please see Annex C.

## 2.3 Drugs



## 2.4 General Situation

Croatia, BiH and Montenegro are mainly transit countries for drugs smuggling. Networks exist for trafficking drugs from Turkey and Albania to Western countries. Two general east-west routes through this micro region appear to be present: one sea route along the Adriatic coast line and another one across Lake Skadarsko and further on via Podgorica - Nikšić spread out and across the mountainous border to BiH and then to Croatia and on to Western Europe.<sup>39</sup>

Two main strains of drugs are most present in this

region. Of synthetic varieties, Ecstasy tops the list while heroin and marihuana appear to be the most frequently used and transported 'natural' drugs. These trends are similar to those for the greater Balkan region. Synthetic drugs appear to have both an origin and transit point in the countries in this study,<sup>40</sup> which supply the micro regions. Marihuana likely originates from further south in the region or, like heroin, is transported into the region from Asia.<sup>41</sup>

Drug smuggling appears to be conducted mainly by well-organized groups. The selling of drugs in the region often falls to individuals that are part of a larger chain, but groups control the larger business.<sup>42</sup>

The level and nature of drug smuggling appears to still be on the rise. Border interdiction continues to grow as well as the number of public drug busts at least of local 'small fish' and 'light drugs' such as a highly publicized marihuana drug bust during May in Trebinje<sup>43</sup> or the almost daily reports in local Montenegrin media of drug busts and punishments.<sup>44</sup> Some analysts suggest that seizure amounts only amount to 20% of the total potential traffic along border areas of Montenegro in the micro-region.<sup>45</sup> This combined with local community opinions from users and non-users that there is greater drug availability (particularly in heroin and synthetic drugs) and steady prices suggest at the very least that the drug routes in this area continue to enjoy a relatively stable level of commerce.<sup>46</sup>

<sup>38</sup> A portion of drug users were specifically targeted for this research so it is expected that drug smuggling is high on the list of activities cited. However even those respondents not associated with drug use most frequently mentioned drugs as the current hot commodity. Whether this is due to its visibility in terms of effects or due to overall greater public knowledge is difficult to determine.

<sup>39</sup> Respondents from the three countries as well as the police professional pointed out these general routes. For the micro-region, some suggested that 'natural' drugs arrived in Dubrovnik through BiH via Metkovic and Berkovici.

<sup>40</sup> Synthetic drugs follow an 'East-West' route either from Western Europe or capital cities like Zagreb to the micro-region.

<sup>41</sup> Although some respondents (drug users from Dubrovnik) suggested that marihuana also comes directly from Trebinje area, where it is grown somewhere near the village of Zavala. Ekstra magazine from Trebinje reported in its June 5th addition, that police successfully closed down these plantations, as it seems that it is more profitable, and less risky, to import rather than to cultivate these drugs.

<sup>42</sup> Many of the respondents in all three countries pointed to the connection of these groups with those in political power. Or as one respondent from Croatia said, "trafficking of drugs is organized by strong organizations that are a 'state within the state.'"

<sup>43</sup> The police station Gacko, and Centre for Public Security in Trebinje announced that 96,218 kg of marihuana caught near the location bordering with Montenegro in which two Montenegrin citizens P.N. and B.F. are arrested. One of them had in possession pistol with ammunition. They used a hut near the border and were caught walking in that area. Value of the drugs is approximately 25,000 KM (convertible marks) (USD 14,360) if sold to wholesalers while it could reach a street value from 100,000-130,000 KM (USD 57,400 - 74,600). This is the biggest quantity of marihuana caught in this area of Herzegovina and biggest catch in BiH this year. Articles found in local newspapers Blic, publisher Beograd and BiH Blic, Banja Luka, May 30, 2003.

<sup>44</sup> According to local researchers, the newspapers Vijesti and Dan in Montenegro are almost like police diaries because they report almost daily on the types and quantities of drugs caught by the police, including the criminal sentence handed out.

<sup>45</sup> For example only 2 kg of marihuana have been seized at the border crossing point of Sitnica this year in Montenegro. Estimates by border and police professionals suggest that there is blind rate for this border crossing area of 80%.

<sup>46</sup> EU 2002 data on the price and supplies of heroin in the EU countries suggests that street prices are generally stable or decreasing, a trend that would correspond with the suggested trend also in the region. According to the Centre for Public Safety in Trebinje, street value of heroin currently ranges between 40-60 KM (USD 23 - 35) per gram. (Ekstra magazine, June 5, 2003).



## 2.5 Weapons

### 2.5.1 General situation

Weapons proliferation during the various wars in the region is well documented, as are the efforts in each country at reducing the numbers of small arms and light weapons (SALW). While the exact level of weapons smuggled through this micro-region is not known, the assessment suggests that high levels of weapons are not present in this transit area any more.

**The Trebinje Herceg Novi - Adriatic route was a major artery for heavy weapons during the past decade**

According to official data for this area, except for a few seizures in border check points smuggling small arms and ammunition does not play a major role, simply because there is no profitable market in Croatia, BiH and Montenegro any more. This is in sharp contrast to the situation during and immediately after the conflict when the Trebinje to Herceg Novi route for weapons was well used and well known. This historic route is not completely inactive, but overall border assessments from border policemen in BiH and Montenegro suggest that if weapons are smuggled across the border it is only in small numbers and mainly pistols now.

Respondents from community members in general from all three countries support these views.<sup>47</sup> Most did not list weapons smuggling as a current problem, and most were not personally aware of weapons

smuggling and, if so, then again often only pistols were covered.<sup>48</sup>

Little media attention was focused on weapons smuggling during the past six months, only situations involving larger political issues.<sup>49</sup>

Only a few drug users in Dubrovnik suggested that an active market of light weapons, at least on the low level, still exists between Trebinje and Dubrovnik.<sup>50</sup>

At the same time, on the higher (political) level, smuggling weapons and ammunition appears to still be present. The high-level scandal caused by the seizure of a ship containing weapons allegedly bound for Iraq had local origins. Dr. Vasilije Illic, now Montenegrin Ambassador in Libya, was formerly the director of a shipyard in Herceg Novi and connected to this shipment.<sup>51</sup> The scandal caused serious political problems for Montenegro because it was suggested that the Montenegrin government was involved in that transaction. Whether it clearly was involved or not, the government has felt pressure to expose or eliminate any similar transit activities, at least for the near future.<sup>52</sup>

### 2.5.2 Heavy Weapons, Hand Grenades and Explosives

Interviews with local politicians, policy and army officials in the region suggest that most officials are quite confident that they have control of the light weapons (rifles, grenades, hand held recoilless rocket launchers, etc). Such a claim is doubtful since incidents continue like the previously mentioned

<sup>47</sup> Most respondents in BiH had some knowledge of weapons smuggling, but suggested that the problem generally was from the past. In Montenegro, more respondents had knowledge of weapons smuggling, citing ammunition and light weapons as the main commodities, but again most claimed that these activities were in decline.

<sup>48</sup> For example, in terms of respondents from Croatia, only 2 out of 40 mentioned weapons trafficking as a problem. One of these two interviewed from the drug use group claimed to be a member of a group that used to traffic weapons during the wars and suggested that the region is also still an origin of weapons, specifically a workshop in Novi Golubovac north of Zagreb which allegedly ships a particular type of pistol to the west.

<sup>49</sup> No articles in a local media review of the past months included seizure or trafficking of SALW.

<sup>50</sup> Those interviewed suggest that price of certain weapons in Trebinje were 50% higher in Dubrovnik and that these weapons would arrive in Dubrovnik from Trebinje mainly via the mountain paths near the border (where there are still mine fields). Prices and commodities suggested include:

- Hand grenade: 200 kuna (USD\$ 30)
- Pistol, Red Star, type TT 7.62 calibre: 400 kuna (USD\$ 57)
- AK 47: 800 kuna (USD\$ 114)
- Tromblon rifle grenades: 400 kuna (USD\$ 57)
- Plastic explosive SEMTEX-H: 2000 kuna per kilogram (\$286)

<sup>51</sup> In January 2003 a Montenegrin ship loaded with small arms and light weapons (SALW) for Iraq was seized near Split en route from the Montenegrin port of Bar to an unknown harbour.

<sup>52</sup> Public knowledge of trafficked weapons in the Southern Adriatic portion of Montenegro is the highest of any of the three communities assessed at 87.5%. The majority has some knowledge about guns, ammunition and light arms and heavy weapons. Of these, most respondents were of the opinion that most trading was during the war period. At the same time, many mentioned that they based their information and opinions on the most recent large arms scandal in January 2003.

incident when a hand grenade was thrown towards border policemen (SBS) outside the BiH border crossing point of Deleusa (east of Bileca) in September 2002 or a weapons seizure in April 2003 near Rijeka in Croatia.<sup>53</sup> However, it is probably fair to say that the level of such weapons in the region has been greatly reduced.

## 2.6 Human Trafficking

### 2.6.1 General Situation

Trafficking in humans for sex workers or illegal migration, unlike weapons trafficking, appears to be steady in this micro-region, despite national statistics in the three countries, which show clear reductions in border interdictions in humans being trafficked.<sup>54</sup> The region is mainly a transit point for both types of human trafficking, but there are some indications that its surrounding areas are also increasingly becoming origin locations for women trafficked for prostitution.<sup>55</sup>

Scant information on illegal immigration is available for this region, but little suggests that this region is favourable for major levels of migration<sup>56</sup> save via the sea routes and to some extent along the main highway corridor E65 along the coast. Yet at the Debeli Brijeg border crossing point between Montenegro and Croatia, Montenegrin border police are convinced that illegal migration is occurring at significant rates; but they are unable to prevent this illegal movement due to poor equipment and infrastructure.<sup>57</sup>

Given the region, the main trafficking routes are across the Adriatic Sea. The long Adriatic coastline, with its numerous bays, islands and peninsulas, provides very favourable launch sites for trafficking by speedboats to the Italian coast. Border police could not identify any particularly 'favourite' spots, partially due to the fact that there are too many and the traffickers can constantly change their launch sites.

Green borders in this region are also used as transit routes.<sup>58</sup> According to Montenegrin and BiH border police, many women are trafficked across the borders by car, truck and coach and almost every border crossing point.<sup>59</sup> However, detection is almost impossible because the women do not tell the policemen that they are being trafficked; as long as their documents are correct the policemen can do little.<sup>60</sup> Due to relatively strict controls at Dubrovnik, Podgorica, and Tivat airports, air traffic plays no major role in trafficking.

At the same time, awareness of human trafficking in the border communities appears to be quite low in relation to awareness of other types of trafficking activities. Border officials clearly comment on trafficking in humans both in terms of sex workers and illegal migration, but public awareness of the overall trafficking phenomena is limited.

Low public awareness could be explained in several ways. Few illegal migrants or trafficked women stay in the micro-region and few actually originate from the region. Accordingly, as a transit area issue, the activities escape much public attention.<sup>61</sup> Moreover, few respondents appear to differentiate between

<sup>54</sup> All three countries reported reductions in border interdictions countrywide during 2002.

<sup>55</sup> According to recent German border police statistics, Montenegro is the former Yugoslav republic, which has the highest origin rate for sex workers. An anecdotal example offered by the Criminal Advisor Human Trafficking for the EU Police Mission to BiH supported this assessment. For example, a 'recruitment office' in Podgorica recruited 'Vesna' from a town in Montenegro for work abroad and then proceeded to transport her to the green border with BiH where she was sold for 400 Euro through BiH to Croatia and sent to Italy to work as a sex worker.

<sup>56</sup> Border officials suggested that most illegal migration is mainly Asian or Kurdish migrants. Border commanders generally believe that this mountainous border region with its adverse traffic conditions is less inviting for migrant crossings than other places in the region, but it is not clear whether interdiction rates are low due to relatively low numbers or inability of the border officials to catch the migrants. For example, the SBS commander of Trebinje mentioned that 11 Asians were caught last year.

<sup>57</sup> Despite few findings, the Montenegrin border policemen are convinced that humans are trafficked in great numbers especially hidden in the large trucks. Those large trucks are normally closed with a customs seal, which may only be broken in case of evidence that illegal humans are hidden in the truck. Such a proof would be possible with a carbon-dioxide probe (CO2-probe), which is not available.

<sup>58</sup> Police expert assessment suggests that the most likely route through Montenegro is Road Nr 2 from Petrovac to Podgorica.

<sup>59</sup> The trafficker groups in BiH and Montenegro often work in small networks with people they know and trust. Some of these groups are persons who have been together during the war. Some have friends in high positions in administration and the police. They are experienced in illegal border crossing (under-cover agents, safe houses, clear routes through mine fields etc).

<sup>60</sup> The International Organization of Migration (IOM) Montenegro is currently implementing a project that will train the border officials to better recognize signs of trafficking. Similar training for border officials in Croatia and BiH was completed during the past several years.

<sup>61</sup> Still in terms of trafficked women, some clubs in the micro-region and as far as away as the city of Split in Croatia appear to have more 'long-term tourists' from countries to the East than in previous years. Some prices for sex services in Dubrovnik town were mentioned at around 1200 kuna (USD\$ 182).



trafficked women as victims of trafficking and the prostitutes that they see on the streets, despite the fact that each of the three countries has developed their own national strategies to improve awareness of and combat trafficking in human beings.

In addition, media coverage of trafficking in women is often limited to the sensationalized aspects of the story.<sup>62</sup> The now infamous case of the Moldavian woman in Montenegro sold many newspapers throughout the entire region and, in its way, it did raise overall awareness of the problem,<sup>63</sup> but the general trend has been to describe the sex service activities and those potentially implicated in the scandal (either international or local officials), rather than a clear explanation of the problem.<sup>64</sup> Along this line, any stories from the greater region on illegal migrants generally focus on the migrants as a 'nuisance' rather than a serious security or border concern.<sup>65</sup>

## 2.7 Cigarettes

### 2.7.1 General situation

Cigarette smuggling has lost its high profile status, partly due to an apparent reduction in high-level smuggling, as well as an overall acceptance of smuggling in cigarettes as a norm. Illegal sales of cigarettes on the black market in Croatia, BiH and Montenegro continue to remain highly lucrative. Due to high unemployment and thus increasing poverty, especially amongst the population in the border areas, many in the border communities live on smuggling and selling illegal cigarettes. Smuggling of other consumer goods roughly follows those aspects present for cigarette smuggling in terms of individual participation from the border communities.<sup>66</sup> Or as some respondents pointed out, for many in the region

smuggling of commercial/luxury goods is not considered smuggling but rather tax evasion.

Organized crime networks smuggle cigarettes in huge amounts from the Balkans to the European Union. Because of high taxes on cigarettes in EU member states, cigarette smuggling is highly profitable. However, a certain amount is also sold on the black market in Croatia, BiH and Montenegro as well.

**For example, it is not uncommon to find cigarettes on the streets of Trebinje or Herceg Novi, which have the Croatian government tax seal.**

In most places in Montenegro, for example, it is almost impossible to buy cigarettes legally. Few buy cigarettes in a shop, but rather on the streets.<sup>67</sup> The situation is similar in the Trebinje region. While throughout the communities in the micro-region, black market cigarettes are often an accepted part of the consumer reality; in contrast no one in Dubrovnik mentioned cigarette smuggling.<sup>68</sup>

## 2.8 Major Trafficking Routes

The state borders in the Southern Adriatic region mostly run along mountain ridges with only a few passes, which are more or less under the control of border police forces. However, there are countless small mountain paths crossing the borders. Those mountain paths are the main trafficking routes for smuggling cigarettes transported by horses or mules or carried in rucksacks by smugglers. From Nikšić to the West, valleys and roads spread like a fan towards the border with BiH. Close to the border there is a parallel road from Risan over Grahovo, Grahovac, Vilusi,

<sup>62</sup> A comprehensive report on trafficking in women in Croatia completed by IOM in 2002 included a media analysis, which suggested that most trafficking related cases were classified to the 'criminal' sections of newspaper or news reports.

<sup>63</sup> According to local researchers, from the point of view of most Montenegrin media, trafficking activities only started half a year ago when the scandal broke. Previous to this little was written about any human trafficking issues in Montenegrin mass media.

<sup>64</sup> Several examples: June 20, 2003 BiH weekly Dani; February 6, 2003, Serbia and Montenegro weekly Vreme; April 1, 2003, Croatian weekly Nacional.

<sup>65</sup> A scandal related to the drowning of illegal migrants in Northern Croatia last year has raised attention to the system of trafficking, but more common are the types of media articles which came out this spring focused on the SARS epidemic and its relation to illegal migration from Asia. For examples of such articles see: April 26, 2003, Croatian Radio Television (Hrvatska Radio Televizija); May, 6, 2003, Croatian weekly magazine Nacional.

<sup>66</sup> For example, on the BiH/Montenegrin Bileća border crossing area, many in Bileća live on smuggling cigarettes, which could be regarded as a means of economical survival. The smugglers bypass the border crossing point at short distance by using the many footpaths through the scrubs and are picked up by cars behind the border crossing point.

<sup>67</sup> 100% of respondents in Montenegro spoke of cigarette smuggling.

<sup>68</sup> Trips to the open-air bazaars around town suggest that black market cigarettes are not so easily sold in the open anymore in Dubrovnik. However buying illegal cigarettes from private sources appears to still be possible.



Petrovići, Vrađenovići, Vučji Do, Vrbica, to Crkvice, which provides smugglers with a great freedom to use the most suitable place at the best time for crossing the green border.

## 3 Impact on local communities

### 3.1 General context

The communities located in the Southern Adriatic border regions are marked by their status as transit towns.<sup>69</sup> On the crossroads of major trafficking routes, having low border security in place, marked by relatively weak state systems and coordination, and still suffering the socio-economic effects of the past decade's conflicts, it is difficult to clearly define which of these phenomena is most dominant. Rather it is usually a combination of these factors, which creates the real impact on the communities.

It is inevitable that a certain amount of goods being trafficked stay in the communities and that people in the communities have some relation to the trafficking networks. During the war period, this meant that weapons and scarce goods were present as part of a temporary coping mechanism. Those controlling or working in the networks often had the greatest access to power in the communities and, while this has changed to some degree, powerful networks in each community appear to still protect and continue the trafficking activities.<sup>70</sup>

The shift from a war economy to one of recovery not only effects the choice of commodities trafficked, but also the levels of tolerance for trafficking activities the communities are willing to bear. As the commodities

have changed, their impact has been felt in different ways. The key question then becomes, when does a community fundamentally shift its perception and tolerance level for any type of trafficking activity?

In the Southern Adriatic, the communities of Herceg Novi, Trebinje, and Dubrovnik all show effects of trafficking. The impact cited by respondents often focuses on the macro effects of delayed political and economic reforms and regional normalization. Yet, the visibility of the effects differs among the communities.

For some communities trafficking is a minor disturbance, something that happens on the corners of their societies and perhaps provides them with cheaper consumer goods or a means to make a bit of extra money. For others, the effects are on the horizon. Residents and officials feel that their communities are not necessarily on the right path to economic development and civic order, but do not know how to substantially change things. For example, the highest awareness of trafficking activities in the three communities was in Herceg Novi, yet this community appears to have taken the fewest steps towards tackling the problem. Finally, for others, trafficking is blamed for what appears to be a growing drug culture in the region with its consequent effects on larger society; it has become a very real thing in their lives, either as victims (such as sex workers) or as family members of serious drug users.

It is difficult to find clear signs of drug abuse in any of the towns, including in the streets of Dubrovnik. Even with the apparent increase in heroin use<sup>71</sup> one would be hard pressed to find needles and related paraphernalia near the centre of the city. The problem, at least from the tourists' perspective, is hidden. Yet

<sup>69</sup> Dubrovnik area

The results of research show that the majority of interviewed persons (92.5%) had some knowledge about drug trafficking mainly based on the fact that the number of drug use is increasing every year in the city; while for other types of trafficking they had no knowledge or very limited knowledge. In accordance with the results of this research there is serious problem of drug use in the city so the majority of the interviewed persons talked about trafficking in drugs presuming that the increase of drug use is consequence of the increase of trafficking in drugs.

Out of 40 interviews conducted only a few persons mentioned trafficking in human beings and weapons. The information regarding weapons and human beings are about other areas of the Republic of Croatia not about cross-border areas in Dubrovnik surrounding and the region

Trebinje area

Unlike in Croatia, where the majority knew only about trafficking in drugs in Trebinje area respondents are more aware about different types of trafficking i.e. weapons, vehicles, cigarettes. See Annex G for a narrative summary of the awareness of trafficking activities by community.

Herceg Novi

Of the sample of forty interviewees from Montenegro, trafficking activities is the highest compared to Croatia and Bosnia and Herzegovina. In Montenegro almost all interviewees are aware of all different types of trafficking drugs, human beings, weapons, cigarettes and smuggling of commercial and luxury goods while in BiH majority is aware of drugs and cigarettes trafficking and in Croatia about drugs.

<sup>70</sup> For example, a similar conflict/post-conflict phenomenon of border communities as buffer and transit zones played out and to some extent is still playing itself out in border areas of Macedonia.

<sup>71</sup> Official statistics for Dubrovacko-Neretvanska Zupanija show an increase in registered users from 2000 to 2002.





one can also not deny that the small levels of crime related to drug use appear to be on the rise. Increased drug use in the communities creates an inevitable chain of crime and social dislocation within the communities, contributing to the overall sense of low socio-economic prospect, particularly as they communities attempt to rebuild after years of conflict and isolation.

At the same time, there appears to be tolerance for a certain level of lawlessness related to trafficking activities. For various reasons, the police in all three countries appear to have a tendency to look the other way in reporting and investigating trafficking criminality. Although there are many policemen patrolling in the border communities, they appear to scarcely interfere in cases of lawlessness or minor offences against public order.<sup>72</sup> Nor do they appear to effectively connect the links between those who are drug users, for instance, and drug traffickers, but rather focus on criminal offences for the drug users.

### 3.2 Several trends

Firstly there is a tendency in each of the communities to see trafficking as coming to their communities rather than as a part of their communities. For example in the case of drug trafficking, transit routes cited almost always originated in another country (probably partially correct). Drug users from Dubrovnik almost all cited Trebinje as the transit point for their drugs (except some synthetic ones) while those in Trebinje offered up a reverse transit route (at least for synthetic drugs) that came via Croatia back to BiH. Montenegrins focused on the drugs coming from Albania.

If it is part of their communities, most point out the level of official corruption or the poor economic situation and war effects as reasons for why 'some' people carry out such activities. Even those directly

affected, namely the drug users and sex workers interviewed, focused on the responsibility of those outside the communities.

Secondly, the type of commodities being trafficked has a different affect on the communities. The second wave of trafficking in this region involving drugs (and to some extent humans) is having a more visible impact on the communities given that the portion staying in the communities is directly affecting a larger number of people and indirectly affecting (however slowly) the greater communities. The rates of trafficking in weapons, cigarettes, and luxury goods appear to be on the decrease. The impact of these more popular items earlier can still be partially seen. Weapons ownership is lower, but ownership of illegal personal weapons is still quite significant in the region. Buying cigarettes on the black market and luxury goods without taxes is more or less considered a norm for many in the region.

At the same time, drug trafficking appears to be increasing. Transit towns for either of these 'commodities' are influenced by the activities. In the case of drugs, local drug couriers often receive their payment in drugs and accordingly sell the drugs to the local communities to earn money. 'Reasonably' priced drugs and the poor socio-economic situations,<sup>73</sup> which often lead young people to use drugs, have together created communities of users throughout the region.<sup>74</sup>

Given these trends, impacts on this micro region appear to include:

#### ■ More visible drug use

Drug users appear more visible in Dubrovnik, perhaps because it is a larger town with slightly higher economic standards or perhaps because the community has done more to publicize and begin dealing with drug abuse problems, although there are signs that local media in Trebinje and Herceg

<sup>72</sup> At the same time, the local politicians are deeply concerned with the drugs problem and the trafficking criminality in their communities. They complain about the inefficiency of the police, corrupt judges and insufficient legislation. Many citizens in the communities share these opinions.

<sup>73</sup> Respondents note that some types of drug use are simply considered 'trendy' and used accordingly.

<sup>74</sup> Data on Dubrovnik County, for instance, lists an increase from:

186 in 2000

210 in 2001

311 in 2002

of drug users who sought rehabilitation assistance. Regardless of the drug classification, the number of people who sought treatment due to criminal offences also rose, suggesting at the very least greater prosecution of drug related crimes.





Novi are starting to address the issue.<sup>75</sup> At the same time, Trebinje and Herceg Novi have a high awareness of drug trafficking and what appears to be a growing usage rate with little community assistance in place yet to tackle the problem.<sup>76</sup>

The political and social will to tackle the drug problems has been slow to develop. For many in the region, drug use is a social stigma, which embarrasses the family. Pressure is growing on the local governments to respond effectively, but much of the pressure at this point is still only from the family's affected, not larger societal pressure. For instance, few of the business people interviewed mentioned a direct link between increased drug use and a reduction in their businesses or increased crime.<sup>77</sup> For those in the tourist areas, this link will probably become more evident should usage rates continue to increase and result in petty thefts. Presumably, such affects will galvanize the business communities (particularly in Dubrovnik which lives off tourism) to pressure the government to take a more proactive approach, including better inter-agency coordination.<sup>78</sup>

#### ■ Growing lawlessness

Respondents in all three communities note that they feel a growing insecurity due to trafficking activities. This 'insecurity' is explained in several different ways, but has a common theme: continued trafficking practices keep a system and people in place, which impedes normal democratic and economic development in the communities. Any real trust in public institutions, accordingly, will remain low.

#### ■ Frozen border controls

The perception that trafficked commodities originate from, and are due to, other border communities contributes to the tense and closed border situation in the region. Lack of coordinated efforts and political will to deal with the drug abuse problem is part of the larger lack of political will to see trafficking activities as a regional problem. Just as closed borders have cut many previous legitimate economic ties, the closed borders are extremely useful for creating a conducive environment for the trafficking of commodities.

Given the region's previous economic interconnectedness, it is not surprising that the regional grey economy has taken on aspects of the previous economic environment. As described in a study on SME development in the Southern Adriatic, the micro-region has historically been economically interconnected, with different levels of development present, but with little importance of borderlines.

#### ■ Impeded progress towards normalization of regional relations

Concern over porous borders, consequently, is often the stated official reason for keeping the border crossing points closed to many consumer goods in this micro-region.<sup>79</sup> While border infrastructure and mechanisms are in the process of upgrading on the national levels, it is the local government of the Dubrovnik country, which has the right to determine the type of border crossings acceptable in its region. And given the still tense political situation in Dubrovnik, the perception or at least use of trafficking concerns by politicians continues to stall any progress on reclassification of this and other

<sup>75</sup> For one of the first times, according to local researchers, articles were published in April and May in the local Trebinje newspaper which focused on drug abuse and what families should do for their children in this situation (Glass Treblinka, No. 910, April 2003). This was supplemented by an Internet talk cite ([www.narkomanija.com](http://www.narkomanija.com)) feature in the local paper where the population could include Trebinje concerns into the larger issue (Glass Treblinka, No. 912 May 2003). In Montenegro, the independent TV station Montana is the most present media outlet that focuses on the issue. During May programmes included: medication for drug addicts and fight against drugs (May 20); a documentary with drug addicts and comments by the police officers working on the issue (May 27); and a programme focusing on the personal stories of eight drug users that went through the process of rehabilitation (May 30, 2003).

<sup>76</sup> Croatia started a national campaign for drug awareness during 2003, which includes mass mailings and a SOS line for parents to call for information and assistance. Neither BiH nor Montenegro has instituted a similar state-led campaign for awareness and prevention.

<sup>77</sup> Some in Montenegro even suggested that the extra money generated by trafficking (of drugs) increased the economic standard and outlook for the community.

<sup>78</sup> Korčula and the neighbouring islands are plagued by juvenile drug abuse. The mayor said the islands are "contaminated" by all kinds of drugs from Ecstasy to Heroin. In an anonymous survey 50% of the elementary school children and 99% from secondary schools confessed that they had taken drugs already. If they don't have the money to buy their drugs, they rob tourists thus harming tourism, which is the main source of income for Korčula.

<sup>79</sup> For instance, the Croatian/BiH crossing Gornji Brat - Ivanjica, is classified as "passengers only", meaning that it is not intended for the transit of merchandise. This route historically has been used by entrepreneurs from Trebinje who export their goods to Croatia which they now have to drive via the Metkovi-Doljani border crossing. The merchandise intended for export to other European countries, previously exported through Dubrovnik airport, has to be shipped to Sarajevo or Podgorica. This classification has negative consequences for Croatian counterparts who could also use the mentioned route, not to mention the potential market share that Dubrovnik airport is currently losing. (SME Study).



border crossings in the micro-region. This status quo is detrimental to economic development on all sides of the border and keeps most attempts at political and social normalization of relations in the region at a relatively low level.

## 4 Policy recommendations on combating trafficking

The border communities in the Southern Adriatic are not unique in that they are impacted by trafficking activities, which are only partially under their control. Yet, a community-based point of analysis suggests that there are clear areas where community-based solutions can have an impact on the larger problem.

The comprehensive approach needed to combat trafficking in this micro-region is dependent on many outside factors. Overall institutional reform in each state in terms of creating transparent and professional police services would go a long way towards lessening the apparent levels of corruption present. Such efforts clearly are long term and require clear political will on all levels. At the same time, improvement of the socio-economic situation present in the micro-region is not an area addressed by this study, save the recommendation to encourage the opening of certain border crossings for commercial use, which could improve the economic development prospects of the immediate region.

For those areas specifically connected to border security and combating trafficking, some of the political mechanisms are in place and need time to begin functioning, while others are still to be decided. Some of the technical changes necessary are also in the process of being implemented presumably towards the objective of EU standardization. Structural and technical recommendations are made on this basis.

Given this situation, below are a series of recommendations, which focus on the areas of structural change needed to give the communities improved mechanisms for involvement in combating trafficking as well as ways to deal with the impact of trafficking in the communities. This includes recommendations as additions, revisions, and potential connection points for the strategies and

reforms already being taken by the international, national, and local level governments

On the structural and technical level in order to address improvements in communication and coordination:

### 4.1 Create a clearer legal basis for internal and external cooperation at the border

The communities in this region should encourage their lawmakers to clarify the legal frameworks of cooperation. The drafting and issuance of border legislation such as the “Law on the State Frontier” and a “Border Police Law” in each of the countries and negotiating and drafting memoranda of understanding, treaties and secondary border legislation would provide border officials with a more systematized approach to undergoing cooperation.

One clear area of local lobbying could also be focused on advocating a reassessment of the BiH/Croatian border crossing at Gornji Brgat for commercial use. This remains a local issue in as much as the local authorities have the right to recommend the border use designation. Normalization of this border crossing would encourage the growth of legitimate trade in the micro-region and improve the overall climate for consideration of regional cooperation on border controls.

### 4.2 Establish a specific Integrated Border Management Concept (IBMC) for the micro region (as part of overall IBMS EU standardization reforms)

Set up a tri-national Integrated Border Management Concept (IBMC) as part of the ongoing border reforms and the greater Integrated Border Management Strategy (IBMS) in each country. The border region Dubrovnik-Trebinje-Bileca-Gacko-Niksic-Kotor-Herceg Novi would be an ideal testing site for IBMC, which could be extended across all Croatia, BiH and Montenegro after a successful test run.



The main objective of such a project would be the improvement of inter-agencies cooperation both externally with corresponding agencies of neighbour countries and internally with all agencies involved in border administration and regional security. For a look at the full set of EU standardization recommendations, please see Annex D.

As part of the IBMC strategy:

### 4.3 Establish a tri-national border contact centre (BCC)

The tri-national Border Contact Centre (BCC), with representatives from Croatian, BiH and Montenegrin authorities for internal and external /cross border inter-agencies cooperation, would serve as a means of promoting transfrontier cooperation on all border security issues and facilitate the exchange of information internally and externally among agencies. The location of the BCC would be determined by local agreement. Presumably, the BCC would implement the standardized EU plans on such issues as joint border patrol, regular exchange of information, cross-border warrants, etc.

### 4.4 Coordinate external assistance and approach for border management programmes throughout the region

International aid programmes must be coordinated not only in each individual country, but also across the newly set up borders. For example, the EU CARDS programme on community policing for Croatia should be extended to the neighbour states and the CARDS programme on Integrated Border Management Strategy for Croatia should be synchronized with a similar EAR programme for Montenegro<sup>80</sup> Finally, donor agencies should be encouraged to include the following community components in any larger border related funding initiatives.

On the community level:

### 4.5 Include a joint training component for border and local police officials as part of the respective border management programme upgrades

In order to standardize knowledge and procedures to deal with trafficking activities, joint trainings for border and local level police officers should be included and emphasized as a means of improving in-line border defence for greater border control and community law enforcement. The trainings as part of larger technical assistance packages should include multi-disciplinary workshops, which provide insight on detecting and dealing with all varieties of trafficking.

### 4.6 Establish the micro-region as a test site for trans-frontier community policing

Building off of the community policing initiative now being introduced in Croatia and a similar initiative slated for Montenegro, the micro-region could serve as an ideal testing cite for introducing community policing practices to combat trafficking. Successful community policing requires the input from citizens, NGOs and businesses in its region of operation and, as such, creates a more systematic and transparent link between the communities and law enforcement officials. Given the low level of confidence many in the region have with the police professionals, community policing is likely to be a slow effort. However the institutionalization of dialogue between the communities and the officials and a shared interest in more effectively dealing with drug sales and use and general lawlessness should allow a more consistent flow of information in the future. A crucial component of such a pilot project would be the establishment of a:

#### Transfrontier Community Council

Such a council, comprised of representatives from the local government, NGO, and business communities specifically focused on trafficking

<sup>80</sup> The development of an IBMS for Montenegro (and Serbia) is the main element of a 2 million Ğ EAR project to be implemented within 18 months starting presumably in September 2003.



activities, would be a necessary link between the community policing initiatives on the local level and the cross-border regional level. Such a forum could also serve as a means for the citizens of the communities to begin local lobbying efforts on related cross-border issues, such as the local border crossing closures to consumer goods, as well as create strategies on the regional level, which would address some of the social impacts of trafficking (namely drug abuse).<sup>81</sup>

In that area as a complementary step:

#### **4.7 Support regional authorities and NGOs to improve awareness of drug abuse**

The sharing of experience in publicizing drug awareness is an area where the three sides can both agree and help each other. Each of the three local governments is beginning to work more closely with NGOs and government social services. Lessons learned from the implementation of the national campaign for drug awareness and prevention in Dubrovnik could serve as a model for those concerned in Trebinje and Herceg Novi. Additionally, the networking of related NGOs in the three communities would pool expertise and awareness for the greater region and improve the chances of creating resources for both prevention and treatment such as the proposal to:

#### **4.8 Create a regional centre for Drug Abuse and systematic registration of drug users**

Treatment facilities for drug abuse are rare in this region. Although Dubrovnik is improving its capacities in this field, Dubrovnik capacity is still not sufficient for the county. At the same time, treatment facilities for users in the Trebinje region of BiH or Herceg Novi/Kotor of Montenegro are quite poor and dependent on travel to larger regional cities.

Awareness of the drug problem is growing in both communities and, accordingly, the registration and treatment criteria for considering a more regional approach to the drug problem appears to be more possible, particularly if linked through the NGOs in each country addressing the drug abuse problem.

#### **4.9 Create a regional strategy for coordinating assistance for victims of human trafficking**

As part of legal reform and response in this area,<sup>82</sup> safe houses for victims of human trafficking in all three countries have been established in the larger cities and capitals. Better coordination between these initiatives on the regional level in the form of NGO participation and work with the local authorities would ensure that victims of trafficking in this particular region would have greater access to assistance.

#### **4.10 Implement local media training related to reporting on trafficking activities**

A survey of local media during the past months suggest that there is a growing willingness at least to begin reporting on trafficking related issues which are taking place in this region. Providing additional information and skills to interested regional journalists on how to report and investigate trafficking related activities would encourage the local newspapers to further expand their coverage of these often sensitive issues. Some domestic agencies in cooperation with international initiatives have skills in this area of training and could provide workshops specific to this area and priority subject areas of trafficking related activities.

### **5 Next steps**

Community-based involvement in combating trafficking has its limits. There is no guarantee that these initiatives will have a substantial impact on the

<sup>81</sup> Concerns over drug abuse are a commonly identified problem on all sides of the border are part of the interest-based cooperation initiative currently in place in this region through the Transfrontier Cooperation project of the East West Institute. Focusing on drug abuse as a means of addressing trafficking issues and relations with the police and border officials could be one way to approach this difficult and politically sensitive topic.

<sup>82</sup> For a look at legal reforms in this area for each country, please see a UN report on "Trafficking in Human Beings in Southern Eastern Europe" as listed in the bibliography.

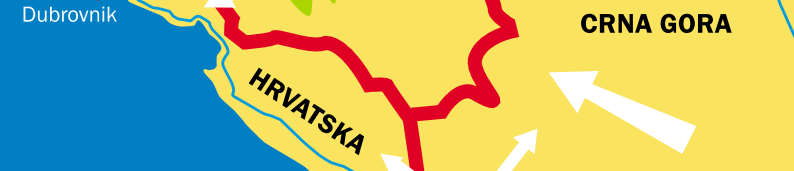


communities in the region. Even if those carrying out the activities are forced to reduce or change their routes, there are plenty of areas in the greater region, which are conducive environments for such activities. Still, reduction of trafficking activities in this strategic triangle has larger strategic ramifications. As the region slowly but surely gets its border management systems standardized and integrated, traffickers would be forced to utilize less accessible routes and accordingly need to put more efforts into their endeavours. As well, the use of a community-approach and inclusion of communities in border management strategies could provide a model and inspiration to other border communities to more actively take on the issues in their communities. Clearly some regions are more security and politically sensitive than others. Citizens in the Southern Adriatic now have a relatively low-level fear of violent retaliation for their activities unlike perhaps in areas of the greater region. As well, border communities need to have reached the point in their awareness to agree that trafficking activities are more a problem than either a necessary evil or a main form of livelihood.

Before conducting this study in the Southern Adriatic, it was believed that only a few special interest groups or individuals were actually interested in the problem. However through the many conversations conducted, we came to understand that concern is shared by a cross-section of the population. The key question, accordingly, becomes how to mobilize this concern into actions that have an impact. The two most likely avenues involve including communities in the push for integrated border management according to EU standardization and the use of a common concern, like drug use, to bring together likeminded members of the communities on all sides of the border. It is hoped that with the distribution of this study and recommendations, members of the communities in this region will begin these discussions, pinpoint their exact common interests, and slowly but surely begin the process of cooperation to combat trafficking activities and their impacts in their border communities.







# Annex A

## (Informative)

## Terms and Definitions

### A.1.1

#### BiH

(Bosnia and Herzegovina)

### A.1.2

#### CARDS

(EU Community Assistance for Reconstruction, Development and Stabilisation)

### A.1.3

#### CBP

(community-based policing)

a philosophy (a way of thinking) and an organisational strategy (a way to carry out the philosophy) that allows the police and the community to work together in new ways to solve problems of crime, disorder and safety issues to improve the quality of life for everyone in that community.

Note: CBP involves the police participating in the community and responding to the needs of that community, and the community participating in its own policing and supporting the police.

Note: It can further be explained as: 'the police working in partnership with the community; the community thereby participating in its own policing; and the two working together, mobilising resources to solve problems affecting public safety over the longer term rather than the police, alone, reacting short term to incidents as they occur.'

### A.1.4

#### EU

(European Union)

### A.1.5

#### EUPM

(European Union Police Mission)

### A.1.6

#### OHR

(Office of the High representative)

### A.1.7

#### OSCE

(Organisation for Security and Cooperation in Europe)

### A.1.8

#### SAA

(small arms ammunition)

ammunition of less than 20mm calibre



### **A.1.9**

#### **SALW**

(small arms and light weapons)

all lethal conventional munitions that can be carried by an individual combatant or a light vehicle, that also do not require a substantial logistic and maintenance capability.<sup>83</sup>

### **A.1.10**

#### **SBS**

(State Border Service (BiH))

### **A.1.11**

#### **SEESAC**

(South Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons)

### **A.1.12**

#### **SPSEE**

(Stability Pact for South East Europe)

### **A.1.13**

#### **UNMiBH**

(United Nations Mission in Bosnia and Herzegovina)

### **A.1.14**

#### **VHF**

(very high frequency)

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<sup>83</sup> [www.undp.org.yu/seesac](http://www.undp.org.yu/seesac) Draft RMDS 02.10 - SALW Standards/ SALW definitions.

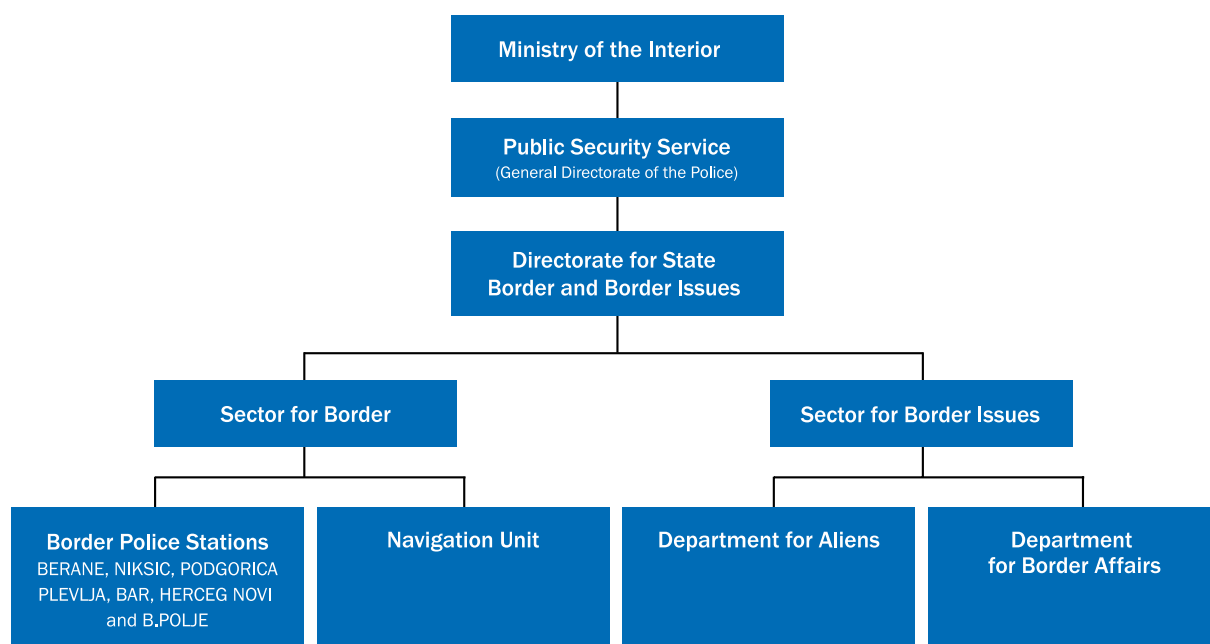
# Annex B

## (Informative)

### Organization, Mission, Personnel, Training of Border Police Forces

#### 1 Organization of the Montenegrin Border Police

The Montenegrin Border Police is subordinated to the Montenegrin Ministry of the Interior. It is a non-military organization.



##### 1.1 Mission of the Montenegrin Border Police

- Protection of the state border of Montenegro;
- Control of border crossing traffic;
- Prevention of illegal trafficking humans, drugs, weapons, vehicles and other illicit goods;
- Prevention of international terrorism;
- Participation in operative police actions for seizure of perpetrators from border areas;
- Control of movement and residence of aliens and local people within the border area;
- Control of construction of facilities within the border area;
- Participation in control of measures concerning hunting and fishing within the border area;



- Assisting other services of the Ministry of the Interior in preserving stabile public order and tranquillity; and
- Cooperation and exchange of information with national services.

## 1.2 Additional Tasks

- Prevention of illegal migration;
- Operative (intelligence) control measures against staying aliens;
- Measures against aliens (termination of residence, deportation);
- Issuing visas;
- Search and rescue operations;
- Participation in discovering pollution at sea;
- Reception of requests for asylum and speeding up asylum procedures;
- Technical security checks of vehicles and traffic control in border crossing points; and
- Advise and inform about legal conditions for crossing the state borders, permanent and non-permanent residence, and taking up work within the border area.

## 1.3 Training

The training of the Montenegrin Border Police covers:

- General training;
- Specialist training;
- Detection of counterfeit documents;
- Detection of cross-border trafficking of drugs;
- Fighting against illegal migration and all other forms of trans-frontier criminality;
- Knowledge of legislation concerning asylum and migration; and
- Handling modern telecommunication and data systems.

Note: Language training is missing but would be very necessary, because in border crossing points foreign language skills are extremely poor. According to capabilities, requirements and eventual donations the Montenegrin Ministry of the Interior plans to train part of the Border Police personnel in European or regional police training centres.



## 1.4 Analysis of the Structure

The subordination of the Montenegrin Border Police under the “General Directorate of the Police” is an additional organizational level, which prolongs information, command and control channels. On the other hand, however, it has the advantage that both the public and the border policemen regard the border police as “normal” policemen and not as a military force, which is responsible for the (semi-military) defence of the border. After a future accession of Montenegro to the European Union, with the result of abolition of border controls on EU internal borders, they will not have the social problem of what to do with superfluous border policemen.

The “Sector for Border Affairs and Aliens” actually serves the same objective as the “Sector for Border”: border security. This duplication can create friction, prolongs the command, communications and control chain and is wasteful of resources.

The “Department for Aliens” does not need to be subordinated to a border police branch because aliens affairs are relevant all over the country, not only to the border.

The 7 Border Police Stations and 1 Navigation Unit form a not too extended command and control span, which according to generally acknowledged management principles is favourable for leadership management.

## 2 BiH State Border Service (SBS)

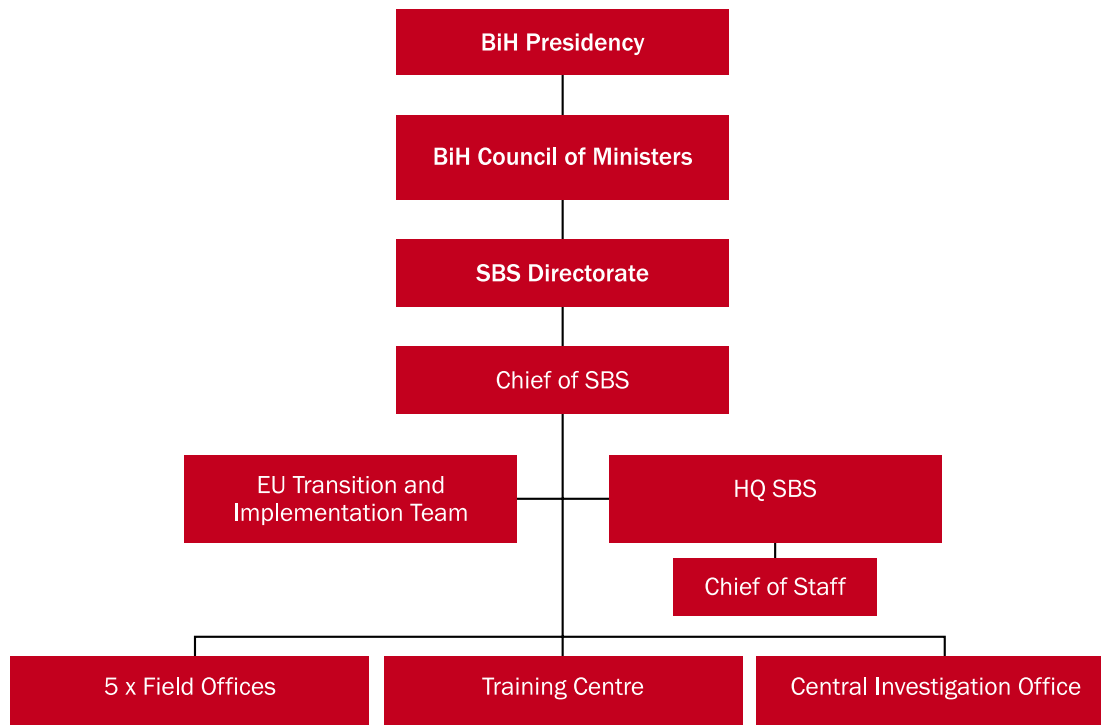
The State Border Service (SBS) of Bosnia and Herzegovina (BiH) is a state level multi-ethnic law enforcement agency responsible for the protection of the international borders of BiH and airport security at the international airports of BiH.

The State Border Service has been built up in an international process:

- First raised at the 1997 PIC in Bonn;
- Reinforced at the June 1998 PIC in Luxembourg;
- Drafting of border legislation by OHR, UNMIBH and BiH authorities;
- Madrid PIC in December 1998;
- OHR proposal on establishment of SBS in 1999;
- Imposition of Law on SBS on 13 January 2000;
- Ratification of SBS Law by BiH Parliament in August 2001; then
- Deployment of SBS units from June 2000 till September 2002.



## 2.1 Organization of the BiH State Border Service (SBS)



## 2.2 Mission of the BiH State Border Service

- Supervision of the state border and security at the borders;
- Control of border crossing traffic;
- Prevention of border related crime;
- Search for wanted persons; and
- Investigation of border related offences within the SBS jurisdiction.

## 2.3 Area of Responsibility

- Border crossing points;
- Within the 10-km border zone;
- Outside border zone in special cases; and
- International airports.



## 2.4 Ethnic Breakdown of the SBS\*

Gender Balance (@ November 2002)					
Male:	1797 (92%)	Female:	155 (8%)	Total:	1952
Ethnic Balance					
Bosnian:	41.2%	Serbs:	32.3%	Croatian:	26.0%

## 2.5 Analysis of the Structure

Both the horizontal and the vertical extension of the structure are short enough to provide an optimal channel of information and command and control.

The ethnic composition of the SBS is due to international political demands, and it reflects the ethnic composition of the population of BiH.

## 3 Croatian (Border) Police

The Croatian (Border) Police are not a separate police force independent from the general national police but just a department of the Croatian Police. It is subordinated to the Croatian Ministry of the Interior and headed by Ms. Dr Iris Niksic. Because of Croatia's long Adriatic coast line with its many harbours and similar border control procedures in airports, all border police stations there are subordinated to the Croatian Border Police Department for Sea and Airports, headed by Mr. Zoran Niceno an experienced border police officer.

### 3.1 Mission of the Croatian (Border) Police

- Supervision of the state border and security at the borders;
- Control of border crossing traffic;
- Prevention of border related crime;
- Search for wanted persons; and
- Investigation of border related offences.

Since the Croatian (Border) Police is just a branch of the regular police they have a subsidiary legal competence to maintain public order and security on behalf of the regular police if they are not available on the spot in any case of police relevance.

### 3.2 Reorganization of the Croatian (Border) Police

Reorganization of the Croatian (Border) Police is presently under active consideration. Within a EU CARDS programme it is planned to separate the Croatian (Border) Police from the general police. However, the Delegation of the European Commission in Zagreb is not in favour of such plans since it would take more funds to run an independent border police force. After a possible accession of Croatia to the European Union and abolishment of EU internal border controls, there will be the problem of integrating superfluous border policemen into the regular police or bringing them into other jobs.



### 3.3 Analysis of the Structure of the Croatian (Border) Police

Since the Croatian (Border) Police are just a branch of the regular National Police they are fully acknowledged by the public as a police force. However, EU accession rules (Schengen Treaties) demand a sufficient strong enough independent border police force. The advantage of independency lies with the fact that they are not regarded as an appendix to the regular police force with the effect of obtaining second-class policemen and not enough modern equipment.

Even after an accession of to the European Union Croatia will still have a lot of international air and seaports, which then will become border checkpoints on the EU external border.

# Annex C

## (Informative)

### Border assessments and commodities

#### 1 BiH State Border Service (SBS)

The State Border Service (SBS) of Bosnia and Herzegovina is a state level multi-ethnic law enforcement agency responsible for the protection of the international borders of BiH and air security at the BiH international airports.

The SBS is a young border police force, which was built up in line with international agreements (1997 PIC in Bonn, 1998 PIC in Madrid, OHR proposal on establishment of SBS in 1999) and national law on the SBS from 13 January 2000.

##### 1.2 Activity report

During the period of 2001 - 2002 the BiH State Border Service (SBS) seized:

- 56 firearms;
- 300,403 rounds of ammunition;
- 511,188 Konvertible Marks (KM) attempted to be illegally taken out of BiH;
- 4,501,947 KM worth of goods;
- 428 motor vehicles;
- 190 kg Marihuana;
- 2,986 Heptanone pills;
- 353 Cannabis plants;
- 576 Narcotic pills; and
- 691 forged or misused documents.

##### 1.3 Summary

The BiH State Border Service (SBS) is a newly set up border police force organized and trained in line with EU standards. Its personnel is young and motivated. Equipment is still poor, but is improved gradually with international support.

The BiH authorities are being supported by the European Police Mission (EUPM) to develop local (border) police forces that meet the highest European and international standards and to ensure that sustainable institutional structures are in place by the end of the EUPM mandate on 31 December 2005. EUPM will accomplish its mission by monitoring, mentoring and inspecting BiH (border) police managerial and operational capacities. EUPM has no executive powers.



## 1.3 Example Border Crossing Point DELEUSA

### General Situation

The border crossing point is situated on the Western slope of the BANJANI mountain chain between the BiH town of BILECA and the Montenegrin village of VRACENOVICI. The road from BILECA to the border crossing point is in a good condition and can be used by heavy trucks. On the BiH side the border crossing point is subordinated to the SBS unit in TREBINJE. It is open 24 hours a day and manned with 3 SBS officers plus 3 customs officers. The cross border traffic volume is small.

Some gravel roads and a lot of foot paths through dense bushes lead to the crossing point, which are frequently used at night mainly by cigarette smugglers.

### Equipment

The SBS office of that small border crossing point is accommodated in a container. It has a fixed telephone connection but no drinkable water supply. There is a stand alone PC with a local database which is updated via telephone occasionally. An ultra-violet lamp and a small bag with devices for checking documents are available.

The border policemen are armed with a 9mm pistol. One 7.62 mm AK 54 Kalashnikov is not stored away in a proper place. A traffic sign next to the checkpoint is full of bullet holes, which obviously come from shooting practice of the SBS men.

Mobile communications can be established by a portable Motorola VHF radio. Since VHF telecommunication is problematic in mountainous area the SBS-men rely on (private) mobile telephones.

They don't have a service car but use their private cars for changing the shifts. Motorised SBS border patrols equipped with Volkswagen mini-busses with dog cages are used by SBS dog handlers who closely cooperate with the border crossing point.

**Personnel.** The SBS officers in the border crossing point are young, motivated, open minded, and friendly and fairly well trained. One of them was on a study visit with the German Bundesgrenzschutz. Their salary is 3 times as high as that of their colleagues in the Public Security Service.

**Drugs** are found only occasionally, mainly Ecstasy and Marihuana. The smugglers use to hide the drugs in various hiding places inside cars, such as double bottom, door lining or inside spare wheels.

**Cigarettes** are smuggled in huge amounts. Many in the region of BILECA live on smuggling cigarettes, which could be regarded as a means of economical survival. The smugglers bypass the border crossing point at short distance by using the many footpaths through the scrubs and are picked up by cars behind the border crossing point.

**Weapons** are not smuggled through the border crossing point but were used till last year against the SBS officers. In September 2002 even a hand grenade was thrown towards a border police officer.

**Humans** are smuggled/trafficked like cigarettes by bypassing the border crossing point and picking them up on the road again. They are caught only occasionally and they are mainly Asian or Kurdish illegal migrants who want to go the EU or USA.

**Cooperation.** The SBS officers on the BiH side of the border are sometimes informed by their Montenegro colleagues in cases of bilateral interest, such as major trafficking activities. Since both checkpoints are 5 km apart there are no personal contacts.



## 2 Montenegrin Border Police

The Montenegrin Border Police is presently in a transition phase from a simple passport control agency to a border police force with full legal competence at all Montenegrin borders (green, blue and crossing points). The current Montenegrin border management system is ineffective (unsuccessful and obsolete) and burdened with certain non-harmonized missions performed by the military, the Ministry of the Interior and the Customs of the Republic of Montenegro:

- Control of crossing the state borders is performed by the Border Police;
- Border security at the “green” border is carried out by the Army; and
- Control of border crossing merchandise traffic is with the authority of the Customs.

### 2.1 Activity report

The previous negative experience highlights the present porous state of the borders. Despite an increase of trans-frontier traffic the numbers of controlled passengers and vehicles in border crossing points are declining:

- 2,405,226 passengers in 2001
- 2,096,349 passengers in 2002
- 508,341 vehicles in 2001
- 455,420 vehicles in 2002

Parallel to this, trans-frontier traffic detection of illegal crossings is declining:

- 1,257 cases in 2000
- 789 cases in 2001
- 517 cases in 2002

Measures taken against aliens:

- 2,237 in 2000
- 1,195 in 2001
- 583 in 2002

Deported and rejected persons:

- 1,345 in 2000
- 692 in 2001
- 401 in 2002



## 2.2 Summary

Montenegro has no integrated border management strategy. The Montenegrin Border Police is very ineffective and needs to be reorganized, better equipped and trained.

## 2.3 Example Border Crossing Point DEBELI BRIJEG

### General Situation

The Montenegrin border crossing point DEBELI BRIJEG is situated on a steep mountain slope on the European highway E65 between the Montenegrin town of HERCEG NOVI and the Croatian town of DUBROVNIK. On Croatian side their checkpoint is called KARASOVICI. The border crossing point is open 24 hours a day to all kinds of traffic from pedestrians to heavy trucks.

**Activity.** The Adriatic coastal route E65 is regarded as a “main stream” for trafficking all kinds of illicit goods and humans. Because of heavy cross border traffic of trucks and buses on one side and very poor equipment on the border police side the border policemen in the border crossing point of DEBELI BRIJEG feel helpless against trafficking and illegal migration.

**Humans.** Despite a few findings the Montenegrin border policemen are convinced that humans are trafficked in great numbers especially hidden in the large trucks. Those large trucks are normally closed with a customs seal that may only be broken in case of evidence that illegal humans are hidden in the truck. Such proof would be possible with a carbon-dioxide probe (CO<sub>2</sub>), which is not available.

**Drugs.** The Montenegrin border policemen are also convinced that significant amounts of drugs of all kinds are smuggled through their border crossing point in trucks, cars and containers. But since they have no adequate equipment for detection they have only limited possibilities to find the drugs.

**Weapons.** There may be a pistol now and then, but the Montenegrin border policemen do not think that a lot of weapons are smuggled through their border crossing point. Weapons might be smuggled on higher (political) level.

**Cigarettes.** People travelling to Western countries try to “finance” their journey with illegal cigarettes hidden in various places in their cars, e.g.: spare wheel, tank, side doors, seats, lining of the roof, luggage).

**Equipment.** The border crossing point of DEBELI BRIJEG is neither connected to the local electricity nor running water system (except a cistern). They work in old containers on a primitive basis; almost everything is missing. They need everything that is necessary for normal work in a border crossing point.

**Training.** There are significant training gaps as to EU visa rules (no knowledge of the new Schengen visa), European Regulations concerning controls of trans-frontier traffic of hazardous goods or security features in foreign passports.

## 2.4 Example Border Crossing Point BOZAJ

### General Situation

Although the Montenegrin/Albanian border crossing point BOZAJ is situated on the European highway E762 from PODGORICA to TIRANA cross border traffic is low, with about 150 vehicles in each direction. On Montenegrin side the road is in a bad condition and even worse on Albanian side with no hard surface. Albanians who have labour permission for Montenegro and use it to return home every evening mainly use the crossing point.

### Trafficking Activities



The European highway E762 is a main route for trafficking many different kinds of illicit goods and humans.

**Humans.** Trafficking humans does not go through the crossing point but bypasses it through the mountainous vicinity and mainly across Lake SKADARSKO where there is a difficult “blue” border. The (border-) policemen cannot tell how many humans are trafficked across the lake, but they think that there are a sufficient number during the night when observation and surveillance is difficult or impossible especially in bad weather conditions. Road Nr2 from Petrovac to Podgorica and the parallel railway are favourable “pick up lines” for trafficked people (not only women) after having crossed lake Skadarsko by boat. Also the railway line from Tirana via Tuzi to Podgorica is favourable for trafficking humans.

Border surveillance is carried out by conscript military border troops, who are poorly equipped.

**Drugs.** The Montenegrin/Albanian border is a hot spot for smuggling drugs and other illegal goods. Drugs from Ecstasy to Heroin are smuggled across the border, mainly outside the border crossing point.

**Weapons.** To the knowledge of the border policemen trafficking SALW is now low. In this area, only pistols are mainly smuggled, mostly for private use.

**Cigarettes** are smuggled in all border areas around Montenegro (and else where).

**Equipment.** The equipment in the border checkpoint of BOZAJ is far away from EU standards. Computers are outdated and not connected to a central database. They can only be updated by a phone call or a written message. CO2 Probes for searching sealed off containers and trucks in order to check if there are humans hidden in them, are not available. Document checking devices (Dokubox, Videospectral) are missing. An ultra-violet lamp was not working any more. Devices for car checks did not exist. Electricity frequently has breakdowns with the result of a breakdown of the old fashioned computers.

**Buildings** at the Montenegrin checkpoint are old, but on the Albanian side they have been just recently renewed with EU funds.

**Cooperation.** (Border) police and customs work closely together. The customs have the legal priority to fight smuggling, however, they are not authorised to arrest a person. This has to be done by the (border) police. If customs inside the country, e.g. with expedients (dispatchers) detect smugglers they then ask the local police to make the arrest or declare the seizure of goods.

**Trans-Frontier Cooperation.** Since the Montenegrin and the Albanian border checkpoints are only 130 metres apart, both border authorities have meetings and exchange of information if it is necessary.

### Suggestions

- The Montenegrin and the Albanian checkpoints of the border crossing point BOZAJ should be merged into one single checkpoint on the Albanian side.
- They should be equipped like a comparable EU border checkpoint.
- Each side should only check the incoming traffic.
- The disinfection site should be abandoned.
- Well-equipped professional border policemen should carry out the surveillance of the “green” and the “blue” border.



## 2.5 Example Sea Border Crossing Point ZELENKA

### General Situation

The small Adriatic seaport of ZELENKA, 5 km South East of HERCEG NOVI, is used for merchant ships, passenger ships and yachts. There are 6 - 7 freighters to and from Italy, Spain and Greece per week and in the summer one passenger ship per day. The passenger ships usually come from Dubrovnik and carry tourists.

### Trafficking Activities

The long coastline with its many islands, peninsulas and bays is extremely bad for surveillance by the border police but very favourable for any kind of traffickers. This area is the real open gate from the Balkans to Italy and further on to Western Europe.

**Humans.** Thousands of illegal migrants use the Southern Balkan Route from the East Adriatic coast to Italy. The Albanian Mafia is very active in that area. Chinese, Philippines, Albanians, Roma and Kosovars are mainly smuggled to Western countries. Traffickers use small speedboats or sometimes totally overloaded worn out vessels, which frequently get into sea distress in bad weather conditions. The Italian Coast Guard has to carry out regular search and rescue operations. However, many illegal migrants are drowned during their passage in the Adriatic Sea.

Note: Example. In 2002 the Montenegrin Border Police Station ZELENKA seized 6 Sri-Lankans who were about to be smuggled from the coast near Herceg Novi across the Adriatic Sea to Italy. But in the past 2 years no further cases of trafficking humans have been recognized. International criminal networks use locals because of their better knowledge of local authorities, habits, infrastructure etc.

**Weapons.** There haven't been discoveries of smuggled weapons for the past few years. However, they cannot tell how many weapons are smuggled in ships or containers. The Montenegrin border police have no operable boat any more to go out to ships lying in the roads. And even when the only boat could be used, the time for checking the ship was relatively short and there are many, many concealed locations in a large ship to hide illegal goods. It can take up to one day to check a large ship thoroughly.

**Cigarettes.** Since the black cigarette market is an important economical factor in Montenegro smuggling cigarettes appears to be tolerated by state authorities.

**Equipment.** The Montenegrin Border Police has no operable boat. The only one is out of service because there is no money for a repair, and not even for fuel. The Navy patrols the Montenegrin coastal waters, however, they also have a lack of proper vessels, observation devices and special training.

**Language skills.** One of the border policemen spoke English fluently; two others could at least make themselves understood.

## 2.6 Example Border Crossing Point PODGORICA Airport

### General Situation

Podgorica Airport is used for national and international flights. There is no physical separation between national and international flights, only between arrivals and departures. Terminal, runway and all other facilities are outdated. The police force in Podgorica Airport is assessed as competent for border control and air security.



## Trafficking Activities

Because of strict national and international controls in air traffic smugglers run a high risk of being discovered at the airport.

**Humans.** Passport control officers normally discover attempts of illegal immigration from international flights when they check the passports. According to Annex IX of the relevant ICAO agreement, such passengers are rejected and sent back by the same airliner that transported the illegal migrant to Podgorica Airport.

Since there is no physical separation of passengers by means of walls or other construction elements in the terminal passengers from international arrivals can mix with passengers from national arrivals and thus bypass passport control which is of course not carried out with national flights.

**Drugs.** Light drugs are rarely found with passengers arriving at Podgorica Airport, and if so it is normally in small amounts for personal use. If heavy drugs (such as heroin) are brought into the country smugglers sometimes transport them in condoms swallowed by the trafficker, who then runs a high risk to his life.

**Weapons.** Because of strict safety regulations in all international airports the possibility of trafficking weapons by plane can be excluded.

**Organization.** The border police force in Podgorica Airport is subordinated to the Regional Border Police Headquarters in Podgorica. The border policemen in the airport are not multi-functional, i.e. they either work in passport control, or in air security, and are not therefore interchangeable.

**Equipment.** The equipment of the border police in Podgorica Airport is poor and well below EU standards. They use some old computers, which are not connected to a central database. Personal data of foreigners is entered onto the stand-alone computer by typing, or if the PC is not operable by putting the data down on a written list. This data is sent on diskettes or on paper to the Central Investigation Department in Podgorica, where such lists from all Montenegrin border-crossing points are collected. Writing these data lists is time consuming and distracts the passport control officer from its real task, namely to check whether the travel documents are legitimate. Passport Verification Device; a so-called "Waldmann Device" has been donated to the border police in Podgorica Airport and is well used. Ultra-violet safety elements, watermarks and mechanical falsifications in passports can be checked with the device. An old "Heimann" X Ray system is in use for air security checks. The passenger gate check has a low sensitivity.

**Training.** Language abilities of the border policemen in the airport are low. Almost nobody speaks English, which is the international language of air traffic. Two German border police experts conducted a seminar on the detection of forged or falsified documents two years ago. Nobody knew about the new Schengen visa, which now has an engraved photograph.

## 3 Croatian (Border) Police

### 3.1 General Situation

The Croatian (Border) Police are in a transition phase, too. At present it is just a branch inside the regular police. Within the framework of a EU CARDS project it is planned to develop an integrated border management strategy and to build up an independent border police for Croatia. The Border Police Directorate reported a significant decrease in illegal immigrants during 2002 compared with 2001.

The Ministry of Interior refused official cooperation with the research team on this study, citing its ongoing work with the EU CARDS programme as sufficient for its reform efforts. Accordingly efforts to assess the Croatian sides of the





border areas were informal at the Croatian/Montenegrin border point near KARASOVICI/DEBELI BRIJEG, on the Croatian/BiH border of GORNJI BRGAT, and at the DUBROVNIK airport. A short assessment of these three areas is as follows:

### 3.2 Example Border Crossing Point GORNJI BRGAT

#### General Situation

The border crossing point is situated on the Southern slope of the mount Vla\_tica between the BiH town of Trebinje and the Croatian town of Dubrovnik. The road from Trebinje to the border crossing point is in a good condition and can be used by heavy trucks. On the BiH side, the road (Nr. 20) runs through mine fields on either side and has been rebuilt by (German) SFOR troops.

On the BiH side, the border crossing point is subordinated to the SBS unit in Trebinje. It is open 24 hours a day and manned with 3 SBS officers plus 3 customs officers. The cross border traffic volume is small.

**Equipment.** The Croatian (Border) Police office at this small border crossing point is accommodated in a container. It has a fixed telephone connection but no drinkable water supply. There is a stand alone PC with a local database, which is updated via telephone occasionally. A ultra-violet lamp and a small bag with devices for checking documents are available.

The border policemen are armed with a 9mm pistol. A traffic sign next to the checkpoint is full of bullet holes, which obviously comes from shooting practice of the SBS men.

Mobile communications can be established by a portable Motorola VHF radio. Since VHF telecommunication is problematic in mountainous area the SBS-men rely on (private) mobile telephones.

**Personnel.** The Croatian (Border) Police officers in the border crossing point are young, but don't seem to be well motivated. Since only one policewoman spoke some English, foreign language skills seem to be poor.

### 3.3 Example Border Crossing Point KARASOVIĆI

#### General Situation

The Croatian border crossing point KARASOVIĆI is situated on a steep mountain slope on the European highway E 65 between the Montenegrin town of HERCEG NOVI and the Croatian town of DUBROVNIK. On the Croatian side the checkpoint is called KARASOVICI, on the Montenegrin side it is called DEBELI BRIJEG. The border crossing point is open 24 hours a day to all kinds of traffic from pedestrians to heavy trucks.

#### Trafficking Activities

The Adriatic coastal route E 65 is regarded as a "main stream" for trafficking all kinds of illicit goods and humans. Because of heavy cross border traffic of trucks and busses on one side, and very poor equipment on the other side, the border policemen in the border crossing point of KARASOVIĆI feel helpless against trafficking and illegal migration.

**Equipment.** The working conditions of the Montenegrin border policemen in KARASOVIĆI are very poor. There is no fresh water (only a cistern), no toilets, no electricity, and no shelter over the control site, only an old container serving as office. As to control equipment, almost everything is missing that is necessary in a normal border checkpoint. There is no shelter against sun or rain across the control site



**Cooperation.** The Croatian (Border) Police cooperate with the Croatian Customs, which have a separate container officer next to the (Border) Police container. There is no mechanism on cooperation or information exchange with the Montenegrin side of the border crossing point, which may cause serious problems in case of a situation where a car with suspects leaves one side before the other can be informed.

### 3.4 Example Border Crossing Point DUBROVNIK Airport

#### General Situation

Dubrovnik Airport is used for national and international flights. There is a sufficient physical separation between national and international flights, and also between arrivals and departures. Terminal, runway and all other facilities are quite modern, not the least due to the visit of the Pope on 04 June 2003. The police force in Dubrovnik Airport is competent for border control and air security.

#### Trafficking Activities

Due to strict national and international controls in air traffic, smugglers run a high risk of being discovered at the airport.

**Humans.** Passport control officers normally discover attempts at illegal immigration from international flights when they check the passports.

**Drugs.** Light drugs are rarely found on passengers arriving at Dubrovnik Airport, and if so it is normally in small amounts for personal use.

**Weapons.** Because of strict safety regulations in all international airports the possibility of trafficking weapons by plane can be excluded.

**Organisation.** At the regional level the (Border) Police in Dubrovnik Airport are subordinated to the Regional Police Headquarters in Dubrovnik. The border policemen and border policewomen in the airport are not multi-functional, i.e. they either work in passport control or in air security; they are not interchangeable.

**Equipment.** The equipment of the border police in Dubrovnik Airport is well below EU standards, but the ongoing renovations to the airport and related upgrades will improve the situation. Computers; they use some old computers, which are not connected to a central database. Personal data of foreigners is entered into the stand-alone computer by typing, or if the PC is not operable by listing written data. Passport Verification Device; a so-called "Waldmann Device" has been donated to the (Border) Police in Dubrovnik Airport and is well used. Ultra-violet safety elements, watermarks and falsifications in passports can be checked with that device. The control officers in the control sites have ultra-violet handheld lamps, which are not powerful enough to work in daylight conditions. An old "Heimann" X Ray system is in use for air security checks. The passenger gate check has inconsistent sensitivity, at times extremely high, at times allowing such items as metal scissors, etc to pass through undetected.

**Training.** Language abilities of the border policemen in the airport are at a low level. Only a few officers speak English; few, if any, knew about the new Schengen visa.



# Annex D

## (Informative)

## Integrated Border Management

### 1 General

In preparing EU candidate countries for accession, and especially in view of maximising the results from EU funding, the European Commission felt the need to ask candidate countries to develop an integrated approach to border management, taking into account both the justice and home affairs (JHA) and other aspects of border control.

The Integrated Border Management Strategy should:

- be able to reflect overall development needs of border management (including green and blue border issues) from the JHA, customs and traffic facilitation aspects;
- be a policy tool for border management as well as programming tool for a coherent allocation and implementation of the financial resources available;
- be a key support for project implementation monitoring;
- support the establishment and development of coordination mechanisms between the agencies operating at the borders;
- identify synergies and simplify procedures;
- help to achieve adequate border control procedures and facilitate cross border flows;
- take into account the developments occurring on the “other side” of the external border;
- promote bi- and/or multi-lateral cooperation; and
- take into account valid on-going cross-border cooperation initiatives.

Since an Integrated Border Management Strategy (IBMS) refers to a national and/or multinational level, at the regional level it should be called a “Concept” (Integrated Border Management Concept) and at local level “Procedures” (Integrated Border Management Procedures). All three levels should contain the following EU standardized elements:

- Strengthening of border security;
- Facilitation of border crossing traffic;
- Promotion of cross-border cooperation;
- Development of Schengen-capability at international airports; and
- Creation of a legal basis for internal and external cooperation at the borders.

The border region Dubrovnik-Trebinje-Bileca-Gacko-Niksic-Kotor-Herceg Novi would be an ideal testing site for a tri-national Integrated Border Management Concept (IBMC), which could be extended across all Croatia, BiH and Montenegro after a successful test run.

## **2 Integrated Border Management Concept (IBMC) for the micro-region of Dubrovnik - Trebinje - Bileca - Gacko - Niksic - Kotor - Herceg Novi**

The main objective of this proposal is to elaborate a EU-compatible Integrated Border Management Concept (IBMC) for the micro-region by:

### **2.1 Strengthening of border security through enhanced and EU-standardized border surveillance and control by means of:**

- changing from a linear to a spatial in depth border surveillance tactics;
- undercover observation in critical areas or points of frequent illegal activities;
- synchronising border patrols with neighbour state border patrols;
- exchanging information with relevant neighbour state authorities;
- exercising full legal competence to prevent import of hazards to public security; and
- improving organisation, training and equipment of the border police to EU standards.

### **2.2 Facilitation of border crossing merchandise traffic through improved control procedures in border crossing points by means of:**

- re-shaping the functional organization and flow of traffic in border crossing points;
- merging opposite border checkpoints into one common checkpoint;
- improving cooperation between various border agencies;
- improving cooperation between governmental and economic partners;
- establishing “Local Planning Teams” in major border crossing points; and
- carrying out passport control in running trains across the border





## **2.3 Improvement of inter-agencies cooperation through a cooperation network, both internally with all agencies involved in border administration, and externally with corresponding agencies of neighbouring countries by means of**

- creating a non-permanent “Board of Directors” from all relevant ministries with competence at the border; and
- building up a multi-national Border Contact Centre (BCC) in Dubrovnik or in Trebinje or in Herzeg Novi with representatives from Croatian, Montenegrin and BiH authorities for internal and external cross border inter-agencies cooperation.

## **2.4 Development of Schengen capability at the airports in Dubrovnik and Tivat through introduction of all relevant Schengen rules, by means of:**

- physical separation of EU and non-EU passengers; and
- applying the Schengen Handbook to international flights.

## **2.5 Creation of a legal basis for internal and external cooperation at the border through border legislation in compliance with the EU Acquis Communautaire by means of:**

- developing a new “Law on the State Frontier” and a new “Border Police Law” in Croatia, BiH and Montenegro; and
- negotiating and drafting memoranda of understanding, treaties and secondary border legislation.





## Annex E (Informative) Research methodology

Gathering information and perspective on the murky world of trans-border crime often requires an indirect approach. Accessing credible information and gaining insight into illegal activities is both politically sensitive and at times a security risk. Related projects have taken a variety of approaches. Some have focused only on the perception component of the situation, sampling large numbers of the population on mostly the qualitative aspects of the issue, whether regarding knowledge of trafficking activities and their impact or relations with the police and related authorities.

Other research has focused primarily on the technical assessments of the border situation. Data and observations on levels of illegal activity, border control, etc. are useful for technical assistance programmes, but generally do not focus on the larger issue at hand of in-depth border defence.

Finally, assessments of the political and structural agreements in place for improved cross-border cooperation among agencies have been useful as a baseline for understanding the potential for cooperation, but have few case studies to serve as examples.

This project attempts to combine elements of these main approaches. With a technical assessment of the border areas, controls, and data on trafficking serving as the baseline, the study draws upon additional qualitative views of the main research questions to form the perception-based assessment of the study. Finally, a political and structural assessment examines the realistic functioning of the political and structural agreements in place for cross-border cooperation.

This 'combined basket' approach ensures that the information collected is as comprehensive and reliable as possible. The quantitative and qualitative data collected was compiled into a trend analysis based on assessing the phenomena from a variety of positions and then cross-checking the facts, perceptions, opinions, and assessments in order to establish a more comprehensive picture of the situation.

### Core areas of focus

The study focused on the four issues outlined below.

- A detailed examination of current levels of cooperation between all relevant authorities;
- Gaining an understanding of the level and details of trafficking activities;
- Assessment of how trafficking activities impact the local communities; and
- Policy recommendations on enhancing police cooperation and community interaction.

### Respondent groups

Specifically, the study focused on three main groups of actors, asking them open-ended questions in structured interviews based on the four points listed below with different levels of specificity, depending on their relation to the issue.



These three main respondent sources of information include:

- Police and border officials;
- Regional population heavily impacted by trans-border crime (youth drug users, sex workers, etc); and
- Cross-section of the population in border regions including: political leaders, the business community, experts in related fields, and youth.

A total of 150 persons were directly interviewed for this study. The local researchers interviewed 40 persons in each country for a total of 120, and the technical expert interviewed approximately 30 people including 5 local political officials and 5 international or national level officials in each country. This breakdown is as follows:

- Local respondents are members of the regional population from Trebinje (Bosnia and Herzegovina), Herceg Novi (Montenegro) and Dubrovnik (Croatia). For the project the local researchers identified youth from different regions, drug users, sex workers, persons from the business community and experts from different professions (legal, medical, social);
- The local researchers interviewed 20 drug users and sex workers, 10 young persons, 5 experts and 5 persons from the business community. Each researcher's selection of respondents was based on selecting a cross-section of respondents from each group i.e. both light and heavy drug users; experts representing the major fields related to the issue: legal, social, health;
- business people ranging from café owners to larger businesses; and youth, both engaged and not in the related issues; and
- The police expert completed 5 additional interviews with local political/public figures in each country selected on their official capacity and or relation to the issue, which is included in the perception based assessment and 5 additional interviews with national level officials of both the national governments and international community.

### **Approach - technical assessment**

The baseline for this study is a technical assessment of the levels of border control and systems of institutionalised cooperation in place. An international policing professional conducted a majority of this assessment in the three border regions, including border crossings (land, air, and sea) and key villages and towns in the described micro-region. The police consultant conducted his research using the following methodologies:

- Structured interviews with border police and customs officials, political figures, national-level policing officials<sup>84</sup>;
- Observations of border control areas and surrounding communities;
- Analysis of trafficking data (official); and
- Media content analysis of January-June 2003 to cross-check official data.

### **Approach - perceptions based assessment**

Secondly, this assessment was complemented by qualitative assessments of border control and cooperation, trafficking types and rates in the border region as well as qualitative assessments of the impact of trafficking on the

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<sup>84</sup> Please note that the Croatian national level officials in the ministry of interior chose not to cooperate in this initiative or be interviewed.



local communities. The two target groups for these assessments were; (1) group comprised of individuals with 'firsthand' experience in dealing with traffickers, namely youth identified as serious drug users and or women engaged as sex workers; and (2) a representational cross-section of the communities, including political leaders, business people, local social/medical specialists, etc. This was conducted by research teams in each of the three countries, comprised of youth representatives and related to established domestic NGOs. Each of the teams was trained in techniques in order to ensure as systematic collection of information as possible.

The research teams conducted their research using the following methodologies.

- Structured interviews and observations with political/public figures (conducted both by police professional and local researchers);
- Structured interviews and observations based on the two sets of respondents listed above;
- Focus groups with key community representatives (only conducted in Montenegrin with social and health professional); and
- Local media content analysis (May - June 2003).

#### **Approach - political and structural mechanisms assessment**

Finally, the project focused on the structural underpinnings in place and political realities in the region, which enhance and obstruct cross-border cooperation to combat trafficking. The police consultant, local research teams, and EWI staff contributed to this assessment through the following means.

- Structured interviews with political figures/social medical experts assessing functioning of administrative frameworks in place for police and administrative cooperation in border areas; and
- Media content analysis on regional issues of political and administrative cooperation in border controls and combating trafficking for the six-month period, (January-June 2003).





# Annex F

## (Informative)

### Narrative summary of results

#### 1 Detailed examination of current levels of cooperation between relevant authorities

According to the public perception questionnaires completed for this research, a majority of respondents in the three communities share the opinion that the police are not efficient enough in combating trafficking.<sup>85</sup>

In Bosnia and Herzegovina, in the Trebinje area, the majority of respondents described police work as not efficient because the level of criminality in the city is high. Most of the persons interviewed shared the opinion that corruption within the police is the most important reason for police ineffectiveness. Other reasons mentioned are that the police do not work hard enough and do not employ qualified staff. Few persons mentioned a lack of funding or equipment as reasons for ineffectiveness.

In the Republic of Croatia, in the city of Dubrovnik, two streams of thinking are registered; one stream (young persons and drug users) expressed the opinion that the work of police is not efficient, and the second (experts and businessman) that the police is effective in combating trafficking, however police measures need to include more actions to increase their effectiveness.

Corruption within the police, use of drugs and/or taking part in trafficking activities by the police are reasons that youth and drug users believe that the police are ineffective. Some even suggested that the police are the strongest mafia in the country and as such not able to deal with the problem.<sup>86</sup> Others suggested that regardless, the police do not have enough specialised knowledge about drugs and trafficking to be effective.

The experts and businessman expressed positive opinions about the work of the police in general. Many of them see the police as the only active body that is engaged in the fight against drug trafficking and as such, suggest that it should increase its activities and have a more pro-active role.<sup>87</sup>

In Montenegro, in the Herceg Novi area, the majority of respondents interviewed held the opinion that the police are not efficient enough in the fight against trafficking and smuggling (90% of expert and businessman group). Reasons cited: personal interests, corruption, control over the police by the criminal groups, poor protection of the borders, and a simple lack of interest of the police in the matter.

Respondents suggested that despite a number of successful operations, there are still corrupt individuals within the police who allow illegal activities. Some clearly stated that Customs authorities are involved in the smuggling, and accordingly that there needs to be better control on customs. In the youth group, the majority described the work of police as inefficient, while a majority of drug users expressed a very positive opinion about police efficiency in combating trafficking.

<sup>85</sup> States in the region are listed according to alphabetical order.

<sup>86</sup> "The Police are paid by the mafia," one youngster said, "For such protection they are paid more than the state could ever pay policeman to protect the state and its citizens. The profit made from such illegal activities is the reason why the police do not want to deal seriously with the problem."

<sup>87</sup> According to these respondents, special actions need to be taken for more effective police: (a) specialized training for police about drugs, combating trafficking in drugs and human beings, minor delinquency, (b) internal cleaning of those involved in drug trafficking, and (c) establishment of specialized units within the police that would employ skilled professionals.



For the inefficiency of the police in solving the problem of smuggling interviewees could select the following possible reasons:<sup>88</sup>

### **Administrative barriers**

In Bosnia and Herzegovina the majority of respondents pointed out administrative barriers as obstacle for more effective police work. The expert respondents are of the opinion that the police are constrained in their work from all sides (prosecutor's offices, judiciary, international community) and are competing instead of cooperating with other institutions.

The youth group think that the present law regarding drug should be changed because it makes no distinction between small drug dealers and users, with one caught having in possession a larger quantity of drugs. In addition, many believe that the judiciary is slow and not adequate for the situation.

In the Dubrovnik area, the expert group expressed the opinion that the administration needs to be simplified and decreased by use of modern technologies and employment of specialised staff. The group of drug users mentioned that laws that are not clear enough regarding trafficking issues, big criminals and mafia members. According to them, the existing law is not applied for "big guys" but only to "small" people. Some suggested that the judiciary starts procedures on a regular basis to indict small dealers and users that are caught by the police while the persons that are behind the "scene" are not brought before the Court.

In Herceg Novi, the majority of persons from all groups<sup>89</sup> agree that the administration is huge and as such an obstacle for more efficient police work. Respondents suggested that a division of work between institutions and shorter procedures in administration, improvement of police and customs work, modernisation of institutions, stronger border controls, rigorous punishment for persons caught in flagrante, legal system reorganisation and decentralisation were necessary considerations to improve efficiency.

### **Lack of communication between the police and NGOs**

Almost 50 % of the people interviewed in Trebinje expressed a neutral opinion regarding the level of communication between the police and civil society groups. The rest proposed an increase of communication and cooperation between citizens and police, and between civil society groups as lack of communication is seen on both sides (NGO's and Police). According to these respondents, the police tend to be non-transparent, and the citizen groups have had little practice in engaging and working with the police.

In Dubrovnik, the majority of respondents expressed a neutral opinion about the communication between police and NGO's, while, the experts group focused on the need for establishing better communication, exchanging information on a regular basis and developing projects with civil society groups.

In Montenegro, the majority of youth, businessmen and expert group respondents share the opinion that communication between the police and the civil society in the city and country is missing, while the drug users group in majority had neutral opinion about the issue. One suggestion from respondents is that regular joint meetings for coordination of different activities could improve the communication.

### **Lack of the properly trained policemen**

In BiH during the war, the police force was accessible to all types of persons and at that time persons without needed qualifications entered police structures. At the same time they do not have enough resources for the situation that

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<sup>88</sup> The reasons are not listed in accordance with importance of the reasons but in the order as listed in the questionnaire

<sup>89</sup> 8 from experts and businessman, 10 youth group and 14 drug users



is serious. For the moment only three persons are dealing with problems of drugs although the problem is huge. There is little confidentiality about their work and positions. There is pressing need for specialised education for police, according to all respondents. The police lack expert and physical training. Respondents suggested that police should employ more skilled professionals, and consequently the police would gain more community respect and authority in carrying out their investigations.

In Croatia, the majority expressed a neutral opinion, while 13 persons expressed the opinion that such lack exists and it could be solved by the employment of specialised staff and training for police to have more knowledge about drugs and a better professional attitude.

In Montenegro, the majority of the drug users<sup>90</sup>, the youth<sup>91</sup>, the experts and businessmen<sup>92</sup> expressed the opinion that the police lack trained officers who can deal with trafficking/ smuggling. Respondents pointed out that there is a need to change the police personnel and bring in professionals, eliminate corruption, raise their salaries, motivate them and train them according to international standards.

### **Lack of political will**

In Trebinje, the lack of political will is seen as a problem in combating trafficking while some respondents mentioned the danger in involving politics in the work of police. According to them police should protect all citizens and their work should be distinguished from any type of political influences. Lack of political will is seen as the problem in combating trafficking mainly because the politicians at the local and central level do not show interest for the subject. Politicians are aware of the problem, but do not take an active role in combating it. Politicians are seen as corrupt and interested in their own well-being rather than in the wealth of the community.

In the Dubrovnik area, the majority of drug users and youth respondents are of the opinion that political will to combat trafficking is missing. Respondents cited two main reasons: political sparring over other issues distracts from a serious focus on trafficking issues and collusion with those involved in trafficking keeps those with the political power from actively solving the problem.

In Herceg Novi, four respondents from the expert and business group believe that there is a lack of political will. Accordingly to them, political parties often dictate strategy rather than citizen considerations. This according to them is one reason that political decisions on enhancing the control of borders and cross-border cooperation are still missing. A majority of drug users and youth group share the opinion that there is a lack of political will. While the drug users group did not provide any reasons for such thinking the youth group said that corrupted policeman are “covered” in their illegal activities by known politicians.

### **Some areas are neglected**

BiH respondents pointed out that trafficking is a symptom of a larger apathy in the society in which values have been turned upside down. They feel that only through the re-establishment of a system of value will trafficking be less of a problem. Simultaneously, to have success in fight against trafficking, cooperation with neighbouring states should increase, as well as more concrete actions organized together.

In Croatia, the majority<sup>93</sup> did not have any opinion about possible neglected areas, while several expert respondents suggested that customs controls are neglected and that serious research needs to be conducted into this aspect of border control.

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<sup>90</sup> 16 drug users

<sup>91</sup> 8 youngster

<sup>92</sup> 8 persons

<sup>93</sup> 38 persons



The majority of respondents in Montenegro did not provide an answer to this question. However some did point out that there is a need for more efficient border controls, especially in the mountain areas between Republika Srpska and Montenegro. There is a possibility, according to several persons interviewed, that certain areas are neglected purposely by politicians to allow trafficking and smuggling activities to bloom.

## Other

The consequences of the war are seen as an important reason for the present situation in all countries of the region. Many mentioned that the system of values has changed. Or as one respondent said from Trebinje, “persons with money are seen as prominent citizens, but are not asked by which means they earned the money.”

Some youth respondents stated that the use of drugs is trendy and accordingly is increasing among the youth. In secondary schools many students already have some experience with drugs, and this is an additional reason, according to them, for politicians to put the fight against drugs as a priority on their agenda.

## Relations between citizens and the police

50% of respondents interviewed in BiH, Croatia and Montenegro had contact with police in the past year. Representatives of youth, experts and businessman groups mainly had contact with police during regular checks, while drug user respondents had contact with police mainly because of criminal offences committed (possession of drugs, drug use and prostitution).<sup>94</sup> In Croatia, the drug users group characterised the treatment of police as negative, while the group of young persons, businessman and experts characterized their relationship with the police as fine. In Montenegro, drug users described their relationship with police as neutral as did the majority of respondents in the youth, businessman and expert groups.

Relations with police could be improved: The key for the majority of respondents for improved police/citizen relationships is internal reform and then a focus on strengthening community links. Key to internal reform is the appointment of suitable top-level officials and more rigorous professional training. Continuous professional training for the police officers, employment of professional personnel, and a no tolerance corruption policy within the police are all measures recommended by respondents to increase trust and protection of citizens by police.

## Methods of strengthening community links cited by respondents included:

**Registry of drug users:** the introduction in Trebinje and Herceg Novi of a municipal registers of addicts which would be available and used by the ministry of interior and all relevant institutions (health, judiciary, social welfare centres and NGOs).

**Information sharing and dissemination:** In order to develop more cooperation between local authorities, institutions, and the civil society, respondents suggested that the communities (with the help of the international community) begin community awareness campaigns on trafficking issues.

**Establishment of mechanisms for cross-border cooperation** and exchange of information between municipalities, police and institutions should be started through cross-border cooperation on a political level.

**More targeted emphasis on certain border crossing areas.** Borders should be more controlled in particular the border crossing points that are known to be frequented by traffickers.

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<sup>94</sup> The youth group directly described how they bribe policeman to escape fines for traffic offences, something not mentioned by other respondent groups.



## 2 Understanding of the level and details of trafficking activities

### Types of trafficking

In BiH all persons interviewed had some knowledge about trafficking in drugs of all types except opium. The majority had some knowledge about cigarettes smuggling while most had little knowledge of weapons trafficking, citing opinions that it had decreased after the war.

Of the sample of forty respondents in the Dubrovnik area all of them have some knowledge about drug trafficking of all types while they did not mention most other types of illegal cross-border activities.

In Montenegro awareness about trafficking activities within all groups is the highest. Almost all respondents are aware of all different types of trafficking drugs, human beings, weapons, cigarettes and smuggling of commercial and luxury goods.

### Identification of groups/individuals per commodity and route preference

In Trebinje, the majority of respondents believe that drugs are entering BiH from Montenegro, Albania, Serbia, Kosovo and Italy. According to these respondents, in Albania, drugs are produced and transported via Tuzi, Ulcinj and Niksic (Montenegro) to Trebinje.

Another route goes via Western Herzegovina to Bileca and Trebinje to Montenegro.

Trebinje is seen as transit place for trafficked goods to Albania, Serbia and Monte Negro.

The border crossings in Niksic, Bileca, and Berkovici are mentioned often as places where the smuggling occurs.

In the opinion of all groups from Dubrovnik area, drugs are coming to Dubrovnik from Bosnia and Herzegovina ('Republika Srpska'), Montenegro and Italy. In addition some drugs are produced in the country. The most widespread opinion among all respondents is that Trebinje is the main source of drugs that are coming to Dubrovnik. Marihuana and heroin are originally from Albania, trafficked via Trebinje and Budva to Dubrovnik while synthetic drugs (i.e. speed and ecstasy) are produced in laboratories in Zagreb and Split. Such drugs are for sale on the Croatian market. Dubrovnik is a transit town in which some drugs remain.

Only two people of forty in Dubrovnik mentioned trafficking of weapons. One person heard about trafficking of pistols, revolvers and ammunition while another respondent, from the drug user group, described how he was a member of the group that used to traffic weapons during the war in ex-Yugoslavia.<sup>95</sup>

In Herceg Novi, respondents expressed the opinion that smuggled drugs are coming from Turkey, Albania (through Tuzi, Niksic, Podgorica) and Italy, while people are coming from eastern Countries (Albania, Turkey, Bulgaria, Romania and the former USSR). Cigarettes are coming from Croatia while luxury goods are from Croatia, Italy and Turkey via 'Republika Srpska'. The smuggling is going through the towns in the surrounding countries, Dubrovnik in Croatia, Trebinje in BiH and Skadar Lake in Albania.

According to Montenegrin respondents, the smuggled or trafficked goods come from the countries in the vicinity. The majority are of the opinion that goods are coming from their neighbours in the region, Albania, Croatia, Republika Srpska and Italy. They perceive their city as the transit place with some cases of selling in the community, but not that some of the goods trafficked are produced locally and/or internally trafficked.

<sup>95</sup> The respondent mentioned that the workshop exists today in Novi Golubovac in Croatia and weapons are sold to Austria, the Netherlands and Germany.



### Profile of persons that are selling and transporting smuggled goods and/or trafficked people

The majority of respondents in the three countries believe that trafficking activities are organized according to groups, clans and organizations (like mafia) and protected by politicians or police. Specific profiles of group members cited range from: drug users, businessman, politicians, policemen, inspectors in the police to police specialists. Yet some drug user respondents suggested that low-level drug selling is carried out by individuals' more than larger organized structures.

### Changes in quality and type of illegal activities in the past year

In the Trebinje, Dubrovnik, and Herceg Novi region, two major themes emerged from the interviews:

- Respondents perceive that there has been an overall increase in illegal activities due to the large profits that trafficking bring and due to overall poor socio-economic context and unreformed structures during the past years. At the same time, many feel that the level of illegal activities has not grown dramatically in the past year rather it has been maintained at more or less the same level during the past year. Reasons cited for this include increased police actions.
- Commodities have changed. A cross-section of respondents pointed out that the type of trafficking activities has changed over the past few years. For example, weapons' trafficking has decreased significantly compared to several years ago according to all three sides. As well, respondents in Montenegro think that the amount and type of the illegal activities changed in a way that the cigarettes smuggling decreased since the introduction of tax labels and since the state became more rigorous in punishing the smugglers and began confiscating illegal cigarettes. Smuggling of commercial and luxury goods is stagnant according to the opinions expressed in Trebinje.

## 3 Assessment of how trafficking activities impact the local community

### Picture of the town in context of illegal cross border activities?

The majority of respondents<sup>96</sup> in Trebinje expressed the opinion that their city is a transit point for illegal activities like any other city in Bosnia and Herzegovina. The expert group went farther and also suggested that the city is also a destination place for drugs.

The group of businessman described Dubrovnik as a transit city because of its geographical position and meeting point for members of different groups involved in trafficking activities. When asked to describe Dubrovnik in context of illegal cross-border activities, the group of drug users actually described the atmosphere in the city providing reasons for the current situation and pointed out the high percentage rate of drug use.

In Montenegro almost all respondents interviewed described Herceg Novi as a transit point and sometimes as a place of destination. The group of drug users classified their city as one where trafficking activities are very much present; one said that the city makes its living by trafficking and smuggling activities. The youth group mainly described their city as a transit point and selling point for trafficked and smuggled goods.

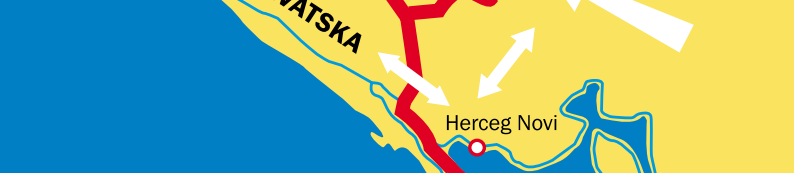
### Assessing trafficking activities in the Southern Adriatic region

In drug user, youth, expert and businessman groups, the majority of respondents spoke of the negative impact of drug trafficking on their lives. Members of the expert group pointed out that the number of drug users is increasing,

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<sup>96</sup> 28 persons interviewed belonging to all groups (youth, businessmen, experts and drug users)





the number of accused persons for criminal acts related to drugs is increasing, the number of accused minors is increasing, the number of psychologically ill young persons is increasing and prostitution is increasing.

Reasons are different, youngsters said there is no decent place to spend free time, drugs are accessible everywhere and an easy distraction for youth feeling little prospect for employment. For businessmen and the expert groups, the majority expressed the opinion that trafficking has not had a direct impact on their lives; however they feel that their security could be jeopardised. Criminality is growing with the increasing number of drug users and they fear for their own children.

As well, some pointed out the larger issue of community development, suggesting that the impact affects the community at many levels. Respondents suggested that trafficking has resulted in a system where criminality is involved in all spheres of society and at all levels. While the police and local administration should set the standard, many believe that corruption is present at all levels creating at the very least an inactive municipal government.

## 4 Policy recommendations on combating trafficking

In the countries of the region, respondents proposed the following recommendations for improvement of the situation and fight against trafficking:

- Push for a fight against corruption at all levels;
- Encourage Politicians to take the leading role in the fight against trafficking;
- Introduce stricter reform measures within the police. To improve their work they need to fire all policemen involved in trafficking activities, develop training for police and employ skilled professionals, establish a specialized unit/strategy for combating trafficking issues;
- Develop economic prosperity and security in the society by creating jobs for young persons and develop special programmes for youth;
- Develop national and local level drug prevention programmes;
- Develop treatment programmes for drug users and provide the possibilities for re-socialisation of the addicts;
- Strengthen the rule of law and cooperation between all institutions working on combating trafficking in drugs;
- Establish better control of borders and standards; and
- Establish systematic cross border cooperation on trafficking between the countries in the region.



## Annex G

### (Informative)

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